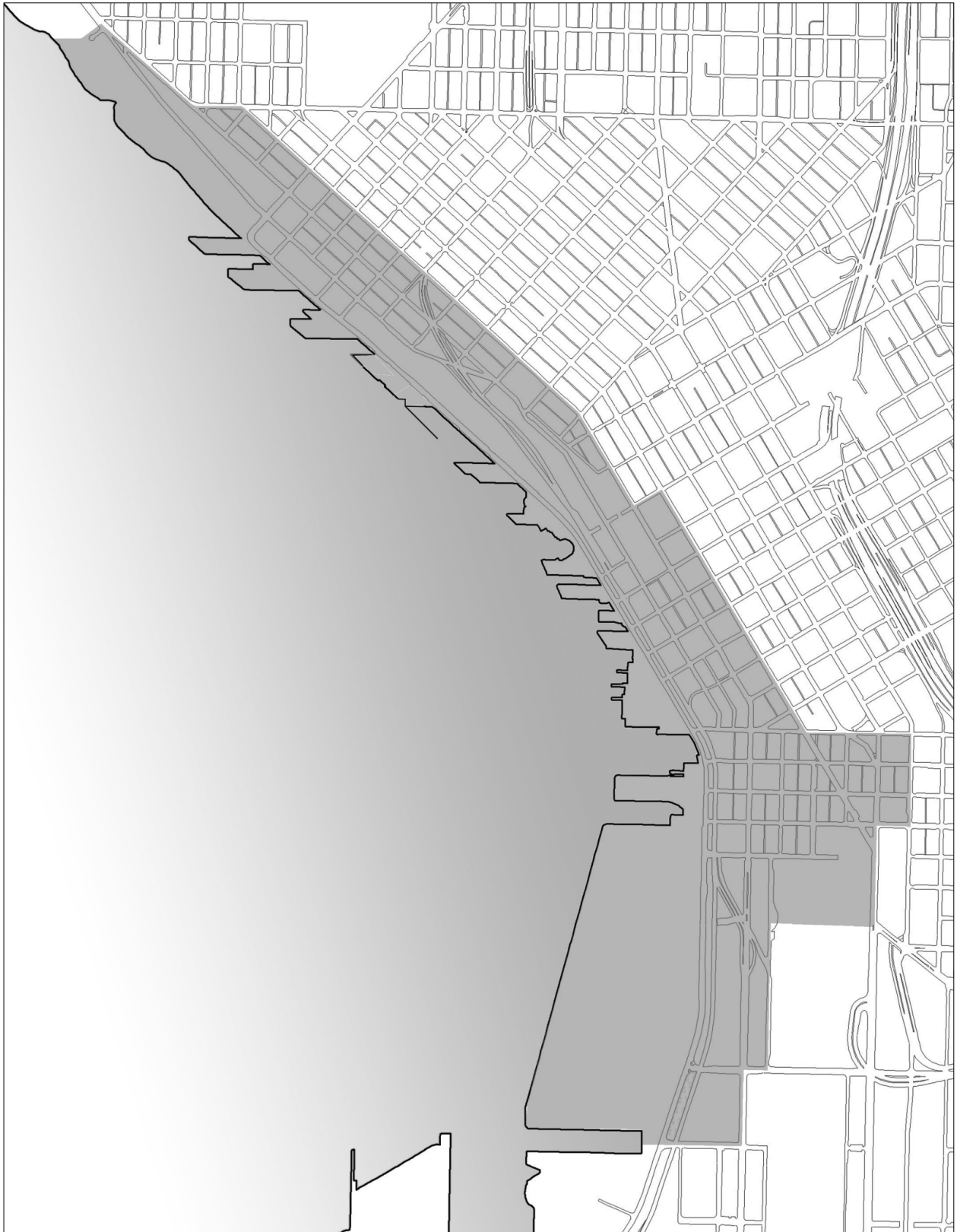


Background Report
**Current Plans, Policies
and Regulations**
December 2003

Seattle's Central Waterfront Plan: Study Area



Current Plans, Policies and Regulations

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Overview

The City has a strong planning framework that articulates a vision for the downtown waterfront, and for linking the area to adjacent neighborhoods. However, changing circumstances have made it necessary to revisit this vision to ensure its relevance. The City's detailed plan for the waterfront, the Harborfront Plan 1987, is showing its age, and needs to be updated. Activities on the waterfront and the function of adjacent upland areas have changed over the years; in some instances, quite dramatically. And now, the need to address the Alaskan Way Viaduct and Seawall has introduced possibilities for the future of the waterfront that were never before considered feasible.

In the Harborfront Plan, the City recognized that the Alaskan Way Viaduct is a major barrier between downtown and the waterfront and has negative impacts on the quality of the pedestrian environment that can be created along the waterfront. But the City went ahead with the vision of a public promenade on the waterfront anyway, and with a few exceptions, moved forward with plans in spite of and undeterred by the Viaduct. Current plans and policies viewed the Viaduct as a given—direction for treating surface roads reflected the assumption that it would remain in place to accommodate traffic through the area. This assumption --that the Viaduct would remain and continue to present its own obstacles and opportunities for the future of the area -- affected decisions about what should happen within adjacent shoreline and upland areas, influencing everything from zoning to sub-area plans.

Comprehensive Plan and Neighborhood Plans

Seattle's Comprehensive Plan: Toward a Sustainable Seattle

The City's Comprehensive Plan, "Toward a Sustainable Seattle," is a 20-year policy plan completed in 1994 that articulates a vision of how Seattle will grow. The Comprehensive Plan makes policy choices and provides a flexible framework for adapting to real conditions over time. The Comprehensive Plan emphasize an "urban village" strategy seeking to promote and reinforce the pattern of growth in dense, mixed use urban centers and manufacturing and industrial centers, as well as smaller "urban village" neighborhood districts spread throughout the city.

The Comprehensive Plan includes goals and policies under 10 elements, five of which were mandated by the State Growth Management Act (Land Use, Transportation, Housing, Capital Facilities and Public Utilities. Key policies of specific relevance to Central Waterfront planning are presented below:

Land Use Element

The Land Use Element establishes the designations for the areas in which the Central Waterfront and surroundings are located. These include the Downtown Urban Center and the Belltown, Commercial Core, and Pioneer Square Urban Center Villages within it; the Duwamish Manufacturing and Industrial Center; the Uptown Urban Center; and the Ballard/Interbay Manufacturing and Industrial Center. These designations provide guidance on the appropriate functions and amount and type of growth to be accommodated in these areas. The Land Use Element also contains the City's Land Use Policies that help define the basis for the City's zoning and Land Use Code regulations.

The following policies under various sub-headings of the Land Use Element are also relevant to the waterfront:

Industrial Areas *(includes T-46 and some adjacent areas to the east)*

LG71 Preserve industrial land for industrial uses and protect viable marine and rail-related industries from uses competing for scarce resources.

L257 Shoreline View Corridor. Allow certain view corridor standards to be applied outside of the shoreline district to preserve views of the water obtained through view corridors required in the shoreline district. Apply these standards to developments located on a waterfront lot (between the water and the nearest public road) adjacent to, but outside, the shoreline district. Do not apply these standards to areas along the Duwamish Waterway because they would not achieve the intended increase in visual access do to the generally flat terrain of the area and the substantially greater distances between arterials and the boundaries of the shoreline district.

Downtown Areas

Policies related to Downtown that recognize the "harborfront" as a division of downtown based on primary land use function, without being specific about the use that establishes the harborfront function. The two Harborfront zones (DH-1 and DH-2) are also recognized.

Open Space Network

The open space policies emphasize the importance of developing a comprehensive open space network.

L292 Guide development of shoreline public access and recreation as important element in the city's open space network.

L294 Seek to provide public open space in conjunction with major public project, such as utility and transportation projects, with the amount of open space based on the size of the project, open space needs of adjacent areas, and the opportunities provided by the particular project.

L296 Maximize the potential of the street system for public use through the reclamation of portions of public right-of-way, where appropriate, for open space, waterfront access, tree planting and substantial landscaping, pedestrian amenities, recreation space, view corridors, and boulevards.

Shorelines

The Seattle Shoreline Master Program is established to accommodate a variety of functions and activities unique to shoreline areas, especially water-dependent businesses and shoreline recreation activities, and to protect and enhance public access, natural areas and views of the water. To guide the management of Seattle's shorelines, the Comprehensive Plan policies establish area objectives for Seattle's shoreline environments.

The Shoreline Goals and Policies address shoreline use; shoreline access; transportation; conservation; economic development; recreation; history, culture, restoration and enhancement; process, and area objectives. The following policies are especially relevant to the Central Waterfront:

Shoreline Use

LG89 Locate all non-water dependent uses upland to optimize shoreline use and access

Shoreline Access

LG92 Provide for the optimum amount of public access—both physical and visual—to the shorelines of Seattle.

L322 Except for single family residences, maintain standards and criteria for public access and private use of publicly owned or controlled shorelines to achieve the following:

- 4) Require public agencies such as the City, Port of Seattle, and King County Metro, etc. to provide public access opportunities at new shoreline facilities and encourage these agencies to provide similar opportunities at existing facilities.
- 5) Provide standards and criteria for view and visual access from upland and shoreline areas.
- 6) Give priority to the operating requirements of the water-dependent and water-related uses over preservation of views in those environments where water-dependent uses are encouraged.

Transportation

LG 95 Shoreline access. Relocate transportation facilities that are functionally or aesthetically disruptive to the shoreline.

L325 Encourage the maintenance and future development of inter-modal commuter ferry services, complementary to other public transportation systems, from both intracity locations and regional activity centers.

L326 Streets, highways, freeways and railroads should be located away from the shoreline in order to maximize the area of waterfront lots and minimize the area of upland lots. Streets, highways, freeways and railroads not needed for access to shoreline lots shall be discouraged in the Shoreline District.

L328 Public access shall be the preferred use for recaptured rights-of-way. Public rights-of-way may be used or developed for uses other than public access, provided that such uses are determined by the City to be in the public interest, and that public access of substantial quality and at least comparable to the right-of-way is provided.

Conservation

LG97 Insure that all future uses will preserve and protect environmental systems, including wild and aquatic life.

Shoreline Economic Development

LG99 Encourage economic activity and development of water-dependent uses by supporting the retention and expansion of existing water-dependent businesses and planning for the creation of new developments in areas now dedicated to such uses.

LG100 Allow a multi-use concept of development, provided that the major use is water-dependent and that provides public access to the shoreline yet maintains the economic viability of the use.

L342 Citywide objectives for different types of water-dependent businesses and industries:

- 1) Cargo Handling Facilities
 - b. Work with the Port of Seattle to develop a long-range harbor plan in order to provide predictability for property owners and private industry in the Duwamish and Elliott Bay.
- 6) Passenger Terminals. Maintain and expand the opportunity for residents and visitors for convenient travel by ship to local and distant ports. Encourage more passenger-only ferries and cruise ships on the Central Waterfront.

Recreation

LG102 Increase the amount of shorelines dedicated to public recreation and open space.

LG343 Allow for increased opportunity for the public to enjoy water-dependent recreation, including boating, fishing, swimming, diving and enjoyment of views.

L345 Provide for recreational boating facilities including terminals, moorage and service facilities on publicly-owned land and encourage the provision of such facilities on private property, if the environmental impact is acceptable.

L346 Increase publicly-owned shorelines, giving priority to those areas that lack recreational facilities.

L347 Explore alternative means (other than acquisition) to provide public recreation at the shoreline and on the water.

History, Culture, Restoration and Enhancement

L349 Support and encourage the restoration, preservation and maintenance of areas of the shoreline having a significant historical or cultural significance, and a program for shoreline restoration and beautification.

L350 Consider protection of individual sites or aspects of areas identified as being of historical significance through landmark designation.

Area Objectives for Seattle's Shoreline Environments

Area objectives for Central Waterfront Shoreline Environments

Harborfront

The Harborfront shoreline area is all located within the Central Waterfront and extends from Bay Street on the north to S. Jackson Street.

- Encourage economically viable marine use to meet the needs of waterborne commerce.
- Facilitate the revitalization of downtown's waterfront.
- Provide opportunities for public access and recreational enjoyment of the shoreline.
- Preserve and enhance elements of historic and cultural significance.
- Preserve views of Elliott Bay and the landforms beyond.

Elliott Bay

Portions of the Elliott Bay shoreline environment are located within the Central Waterfront, including T-46 to the south and the area between Bay Street and Denny Way, extending to Interbay, to the north. In this environment, the emphasis is on large water-dependent and water-related manufacturing and industrial facilities and major water-dependent recreational developments. Specific objectives include:

- Reserve waterfront lots for major port terminals, large water-dependent and water-related manufacturing and industrial facilities and major water-dependent recreational developments.
- Choose shoreline environments that are appropriate for recreational and industrial uses based on water depth, amount of dry land, topography and truck and rail access.
- Protect and enhance migratory fish routes and feeding areas.

Transportation Element

T42 Support efficient use of ferries to move passengers and goods to and from Seattle. Encourage the Washington State Ferry System to expand its practice of giving loading and/or fare priority to certain vehicles, such as transit, carpools, vanpools, bicycles, and/or commercial vehicles, on particular routes, on certain days of the week, and/or at certain times of day. Encourage the Ferry System to integrate transit loading and unloading areas into ferry terminals, and to provide adequate bicycle capacity on ferries and adequate and secure bicycle parking at terminals.

T43 Encourage the Washington State Ferry System and others to expand the use of passenger-only ferries on appropriate routes.

Alaskan Way/Elliott Ave corridor identified on Urban Trails Map

T56 Promote a multi-modal commercial transportation strategy, including rail, trucks, and air and water transport, and advocate for improved freight and goods movement. Work toward improved multi-modal connections among rail yards, the waterfront, the Duwamish, Lake Union, Portage Bay, the ship canal, airports, and regional roadways.

Economic Development Element

Marine Business

ED 46 Preserve and support continued use of suitable shoreline areas for water-dependent and related businesses involved in ship-building and repair, fisheries, tug and barge, provisioning and the cruise-ship industries.

ED 47 Support national policies which stabilize maritime industries and promote their expansion

Neighborhood Planning Element

- **Downtown**

Urban Form

DT-G4 Use regulations in the Land Use Code and other measures to encourage public and private development that contributes positively to the downtown physical environment by:

- 1) enhancing the relationship of downtown to its spectacular setting of water, hills and mountains;
- 2) preserving important public views;
- 3) ensuring light and air at street level and in public parks;
- 4) establishing a high quality pedestrian oriented street environment;
- 5) reinforcing the vitality and special character of downtown's many parts;

- 6) creating new downtown parks and open spaces at strategic locations;
- 7) preserving downtown's important historic buildings to provide a tangible link to the past;
- 8) adequately mitigating impacts of more intensive redevelopment on the quality of the physical environment.

Shoreline

DT-G8 Encourage revitalization of the Harborfront in order to strengthen maritime activities, maintain historic characteristics, and enhance opportunities for public access, consistent with the shoreline goals and policies established in the Comprehensive Plan Land Use Element.

DT-LUP4 Downtown Land Use District Classifications

Downtown Harborfront 1 and Shoreline Environment (DH-1)

Waterfront lots and adjacent harbor areas within the Urban Harborfront Shoreline Environment are established in the Seattle Shorelines Master Program. The DH-1 land use district, in conjunction with the Seattle Shorelines Master Program, is intended to:

- encourage economically viable marine uses to meet the needs of waterborne commerce;
- facilitate the revitalization of downtown's waterfront;
- provide opportunities for public access and recreational enjoyment of the shoreline;
- preserve and enhance elements of historic and cultural significance;
- preserve views of Elliott Bay and the land forms beyond;
- promote the preservation and rehabilitation of groupings of piers having an identifiable historic maritime character within the Historic Character Area; and
- allow flexibility in appropriate development standards as an incentive to include a significant water dependent use on waterfront lots to encourage the retention and development of water dependent uses in the downtown harborfront consistent with the Seattle Shoreline Master Program.

Downtown Harborfront -2 (DH-2)

Areas partially within a shoreline environment where development potential offers the opportunity to enhance public access to and enjoyment of the waterfront. The DH-2 land use district is intended to:

- allow a mix of uses to facilitate the objectives of public access, enjoyment and recreation;
- include use and bulk regulations to carry out shorelines goals and preserve views of the water as appropriate for areas partially within a shoreline environment;
- favor a diversity of uses and buildings of small scale; and
- address public open space as a priority in this area through incentives for open space integrated with other public access improvements.

Urban Design Height Limits

DT-UDP5

- 1) **Transition.** Generally taper height limits from an apex in the office core toward the perimeter of downtown, to provide transitions to the waterfront and neighborhoods adjacent to downtown.
- 2) **Existing Character.** Through height limits, recognize and enhance the existing scale and unique character of areas within downtown including the retail core, office core, the Pike Place Market, Belltown, the waterfront, Pioneer Square and the Chinatown/International District.

Street Level Views

DT-UDP8 Designate view corridors, etc.

Major New Downtown Open Spaces

DT-OSP2 Harborfront Open Space. To improve public access and enjoyment of the shoreline, and to better integrate east/west pedestrian connections between the Harborfront promenade and the rest of downtown by developing open space where appropriate opportunities exist along the waterfront.

Transportation

Pedestrian Circulation Public Improvements

DT-TP5

- 6) **Waterfront Linkages.** Improvements to east-west pedestrian connections and access through downtown and between downtown and the waterfront, including additional hill-climb opportunities as part of both public and private projects.

Location of Principal Use Parking

DT-TP16

- 1) **Short-Term Parking Garages.** To facilitate shopping and access to personal services, allow short term parking garages in all areas except residential districts and the waterfront west of Alaskan Way, unless specified otherwise pursuant to adopted neighborhood plan policies.

- **Belltown**

Land Use

B-P19 Maintain designated view corridors.

Pedestrian Environment

B-G7 A neighborhood with continued pedestrian and bicycle access to the waterfront and Myrtle Edwards Park, including at-grade access.

- **Greater Duwamish Manufacturing/Industrial Center**

Jobs and Economics

Several policies call for maintaining manufacturing and industrial uses and facilitating the location of new uses and expansion of existing ones. Also, limiting the location and expansion of non-industrial uses, including publicly sponsored non-industrial uses.

GD-G3 Land in the Duwamish Manufacturing/Industrial Center is maintained for industrial uses including the manufacture, assembly, storage, repair, distribution, research about or development of tangible materials and advanced technologies, as well as transportation, utilities and commercial fishing activities.

GD-P6 Strive to separate areas that emphasize industrial activities from those that attract the general public.

Land Use

GD-P8 Strive to protect the limited and non-renewable regional resource of industrial, particularly waterfront industrial, land from encroachment by non-industrial uses.

GD-P11 Strive to maintain sufficient capacity in the shoreline areas for anticipated water-dependent industrial uses.

GD-P12 Seek to preserve the Duwamish Waterway's ability to function as the City's gateway to the Pacific and to provide adequate nearby land for warehousing and distribution and serve the shipping industry.

GD-P13 Especially along the waterway, discourage conversion of industrial land to non-industrial uses.

GD-P14 Maintain shoreside freight access to and from the waterway

GD-P15 Strive to increase the trade revenues generated by Seattle's water-dependent industries.

GD-P16 Consider a variety of strategies, including possible financial incentives, to retain and attract marine businesses.

GD-P17 Encourage other jurisdictions to: 1) avoid locating non-industrial uses in the Duwamish Manufacturing/Industrial Center 2) consolidate public facilities to minimize the amount of land consumed by the public sector and 3) pursue joint operations and co-location so that facilities can serve more than one jurisdiction.

Transportation

Numerous policies addressing efficient freight movement, rail and truck access. The following policies are most directly related to the study area:

GD-P29 Strive to maintain waterborne and roadway access to seaport facilities.

GD-P34 Recognize the importance of intermodal connections for the movement of freight between the state highway system, rail yards, barge terminals, Port terminals, airports and warehouse/distribution centers.

- **Queen Anne**

QA-P40 Strive to provide convenient and safe bicycle and pedestrian access between Queen Anne and the Elliott Bay waterfront.

- **Ballard/Interbay Northend Manufacturing and Industrial Center (BINMIC)**

Goals and policies emphasize preserving land for industrial activities, such as manufacturing, warehousing, and marine uses, transportation, utilities, construction and services to businesses. Efficient freight movement; rail and truck to serve these activities is also emphasized.

Specific goals and policies related to the waterfront area include:

Economic Development Policies

BI-P12 Within BINMIC, water-dependent and industrial uses shall be the highest priority use.

Maritime and Fishing Industry Policies

Numerous policies call for support of maritime and fishing industries. While most fishing industry activity is clustered on the Salmon Bay waterfront, the following policies may apply to the Elliott Bay waterfront as well:

BI-P19 Support maintenance of and creation of pier space for larger vessels (over 60 feet) within the BINMIC to facilitate loading of cargo, provisions, and fuel and obtaining maintenance.

BI-P21 Strive to retain shorelines for water dependent uses by enforcing waterfront and shoreline regulations in industrial areas.

BI-P22 Strive to provide a physical and regulatory environment that fosters the continued health of the maritime and fishing industries in the BINMIC.

BI-P23 Encourage land assembly on the BINMIC waterfront to accommodate commercial fishing and other heavier maritime uses.

Comprehensive Plan Issues

Under the current Comprehensive Plan designations, the Central Waterfront planning area includes areas in both the Downtown Urban Center and the Duwamish Manufacturing and Industrial Center). The urban center and manufacturing/industrial center designations help define the intended function of these areas and have implications on permitted uses (high density/concentrated mixed use development in urban center versus industrial preservation in manufacturing and industrial center).

Issues related to these designations and the types of activities to be accommodated will need to be resolved

If Terminal 46 is incorporated into the Downtown Urban Center, there is also the issue of determining whether an existing downtown neighborhood, such as Pioneer Square, would be expanded to include T-46 or a new area would be created. Should the waterfront be classified as separate neighborhood (urban center village)?

Are the shoreline areas designations appropriate? Should both Central Harborfront and Elliott Bay Shoreline Areas continue to break the planning area into 3 sub-areas?

Changes to future land use map. Should all the waterfront would become designated as "Downtown Areas" if incorporated into urban center (although some industrial areas are now within Downtown Urban Center boundaries)?

Council-Recognized Neighborhood Plans

Following adoption of the City's Comprehensive Plan, approximately 37 neighborhood plans were prepared through the Neighborhood Planning Office to address future conditions in subareas in and around urban centers and villages. Several of the neighborhood plans for urban village neighborhoods shown on Figure 1 address the Central Waterfront study area, and relevant policies and proposals from these plans are described below.

Downtown Urban Center Neighborhood Plan

Much of the policy content of the Downtown Urban Center Plan is incorporated into the Comprehensive Plan Neighborhood Planning Element, which is described above under Comprehensive Plan policies. However, there are some more detailed policy statement and plan recommendations related to the waterfront that are only found in the neighborhood plan, including the following:

IM-2: Harborfront

As part of the Urban Design Framework Plan, the City shall continue the community development program for the Alaskan Way Harborfront to achieve the Downtown Plan's vision for the area as an active marine environment providing public access and recreation opportunities in harmony with maritime commercial use of the shoreline. To this end, the following measures are identified:

- **Waterfront Open Space/Public Promenade.** A major public open space or open spaces shall be developed in portions of the street and rail right of way along the Waterfront. This open space shall improve access to and enjoyment of the shoreline, and should be integrated with both the proposed promenade connecting Myrtle Edwards Park at the north end to Pier 48 at the south, and the proposed east/west pedestrian connections to the rest of downtown.

URBAN CENTER/ URBAN VILLAGES

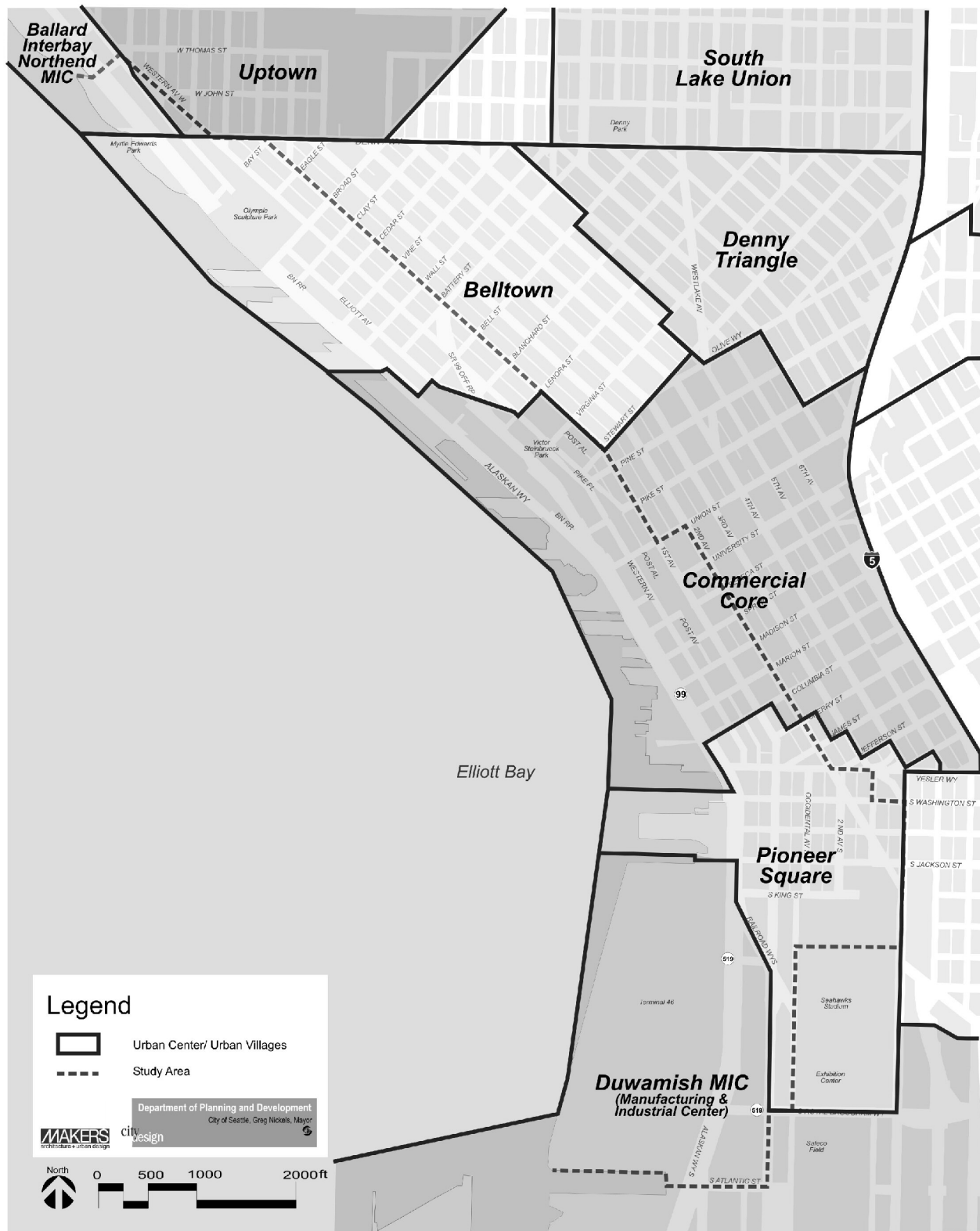


Figure 1. Urban Villages In and Around Study Area

- **Pedestrian Circulation.** Pedestrian routes shall be developed between the downtown and the waterfront, Eagle, Vine and Lenora Streets shall be developed to connect with the Denny Regrade. Pike street is already developed, connecting the Market with the waterfront. University, Spring and Marion Streets shall be developed as street parks, bringing workers to the waterfront from the office core. Yesler, Washington and Main Street shall be improved to connect Pioneer Square to the southern waterfront. A promenade shall be developed along the shoreline from Myrtle Edwards Park to Pier 48.
- **Function of Alaskan Way.** Alaskan Way shall be reduced in width to a two or three lane facility. South of Pike street, consideration shall be given to relocation of portions of the street to the east of its current location. Through traffic shall be diverted to the Alaskan Way Viaduct. The right of way provided by these changes shall be considered for pedestrian space, parking, and open space use. Adequate local access shall be maintained, including truck access sufficient to service water dependent uses permitted on the piers.

Develop a plan for and implement changes to de-emphasize the use of Alaskan Way by through traffic between the Ferry Terminal and Pier 70 as part of the Alaskan Way Harborfront Public Improvement Plan.

- **Ferry Vehicle Access.** Re-route ferry terminal traffic away from the central waterfront along an improved Alaskan Way southward to Royal Brougham Way then east to the new I-5/I-90 interchange.
- **Waterfront Parking.** Adequate parking shall be planned. Both accessory and principal use parking demands should be met on upland lots. Additional Parking in one or more garages, independent of or integrated with upland lot development, shall be considered.
- **Existing Railroad Corridor/Operations.** The City shall work to divert train traffic from the waterfront to the downtown tunnel. The City shall work with the railroads to eliminate surface train traffic through the waterfront south of Stewart Street. Space currently occupied by railroad tracks shall be reused to provide additional parking, landscaping, open space and bicycle paths.

The Downtown Urban Center Neighborhood Plan also includes a separate hierarchy of designations for Downtown streets, including the following in the Central Waterfront area:

- Alaskan Way is designated a Transitway from S. Main Street to Broad Street.
- Potential Transit Gateways are identified along Alaskan Way at S. Washington, University, Pike, Bell, Vine, and Broad Streets.
- Alaskan Way is designated a Bike Arterial from S. Washington Street to Bay Street; north of Bay Street the designation changes to a Bikeway.
- Lenora, Vine, Marion and Washington Street are also designated Bike Arterial connecting with Alaskan Way.

- Western Avenue is designated a Bike Arterial from S Washington Street to Lenora Street.
- A Key Pedestrian Gateway is shown at the foot of Marion Street; potential gateways are shown over water between Bell and Blanchard Streets, Seneca Street, and between Yesler Way and S. Washington Street.
- Alaskan Way from S. King Street to Broad Street is designated a Pedestrian Arterial; north of Broad Street it changes to a Pedway.
- Marion Street is a Pedway connecting to Alaskan Way; while Bell, Lenora, Pike, University, S. Main, and S. King Streets and Yesler Way are designated Pedestrian Arterials.

Denny Regrade/Belltown Neighborhood Plan

Belltown's frontage along the Central Waterfront extends from Bell Street/Pier 66 northward to Denny Way/Myrtle Edwards Park. The Denny Regrade/Belltown Neighborhood Plan promotes the diversity of what is emerging as a mixed use, but primarily residential urban neighborhood. Proposals to maintain existing positive characteristics while promoting beneficial changes compatible with this emerging residential function are emphasized in the Plan. Proposals addressing the area's desired relationship with the waterfront include the following:

Pedestrian Connections

- Enhancing pedestrian access to the waterfront and Myrtle Edwards Park, especially on the Belltown Green Streets, is a high priority of the community.
- The plan calls for requiring a pedestrian connection to the waterfront through any future development of the vacant lots (then identified as the Unocal site; now the Olympic Sculpture Park site) on the western edge of Eagle Street, and recommends that a private pedestrian overpass be installed over the railroad tracks to complete the connection from Seattle Center to the waterfront and Myrtle Edwards Park.
- For the area north of Broad Street, the design review process is proposed to be used to promote pedestrian movement between Seattle Center and the waterfront/Myrtle Edwards Park. Also, new development should facilitate pedestrian and ADA access from 1st Avenue to the waterfront.
- The plan opposes the Broad Street overpass and supports de-emphasizing use of Alaskan Way by through traffic between the Ferry Terminal and Pier 70. At-grade crossings at railroad tracks should be retained.
- Priority locations for improved pedestrian crossing in the waterfront area include Vine Street at Elliott Avenue, Vine Street at Western Avenue, 2nd Avenue at Eagle Street, Bell street at Western Avenue, Lenora Street at Elliott Avenue, and Broad Street at Alaskan Way.
- Develop strategies to make steep slopes from 1st Avenue to Western Avenue easy for pedestrians to negotiate.

Bicycle Connections

Priority bicycle projects include:

- Completing the connection between the Elliott Bay Bicycle Trail and the trail along Alaskan Way.
- Providing bike lanes on Vine, Clay, Lenora, Bell, and Blanchard Streets.

Transit Connections

The plan identifies the need for more east/west transit service crossing Belltown to the waterfront.

Parking

The plan addresses a variety of parking issues. Those most relevant to the waterfront area are proposals to convert spaces used for long-term commuter parking to short term parking use by eliminating unrestricted on-street parking spaces, most of which are located west of 1st Avenue and north of Bell Street.

Green Streets

- Through “street long design strategies,” emphasize Green Street connections to the waterfront.
- Highlight Clay Street as a link between Seattle Center and the Waterfront.
- Improve the Bell Street connection to Elliott Avenue; address pedestrian safety problems at Western Avenue and connect Bell Street overpass to Alaskan Way. along Bell.

Views

Develop Elliott Bay viewpoint at the 1st Avenue end of Battery Street above the SR 99 tunnel entrance.

Commercial Core Neighborhood Plan

Of the six neighborhoods that the study area touches, the Commercial Core Urban Village has the most extensive edge along the Central Waterfront, reaching from Bell Street/Pier 66 on the north to Columbia Street/Seattle Ferry Terminal on the south.

The Commercial Core Neighborhood Plan envisions the area as a major employment center, tourist and convention attraction, shopping destination, residential neighborhood, and regional hub of cultural and entertainment activities. The plan emphasizes promoting variety in architectural scale and character and maintaining historic, cultural and visual resources. The plan calls for guiding development and capital projects throughout the entire downtown area through development of a unified urban design strategy that provides a vision for new public facilities, waterfront connections, pedestrian environments, transit linkages and open spaces. Development of a system of connected green spaces and open areas is encouraged, along with enhancing pedestrian connections and transit access throughout the area.

Proposals specifically related to the waterfront include the designation of Alaskan Way as a Green Street and the extension of the University Street Green Street eastward to the Convention Center to provide a major link between the heart of downtown and the waterfront. Regarding the Waterfront and Alaskan Way, the Urban Design Plan is proposed to highlight the downtown's spectacular natural setting and address the relationship of downtown Seattle to its most prized feature – the central waterfront along Elliott Bay. The plan states:

Currently, the entire downtown is cut off physically and visually from the waterfront by the intimidating and noisy Alaskan Way viaduct and arterial. Critical components of the Urban Design Plan should be: development along Alaskan Way piers; Port of Seattle development plans; views of the water; pedestrian access to the waterfront area; opportunities for access to the water itself; waterfront transportation connections; conflicts between rail, freight, vehicle, and pedestrian mobility; and waterfront connections between downtown neighborhoods.

Pioneer Square Neighborhood Plan

Improving pedestrian connections is identified among the top seven priorities in the Pioneer Square Neighborhood Plan. The guiding principles of the Plan call for focusing public space investment on the five critical areas of Pioneer Square (Occidental Corridor, 2nd/Yesler, 4th/Jackson, Waterfront Connections, and Pioneer Place Park).

The following objectives are identified for Waterfront Connections:

1. Connect Pioneer Square with the waterfront by creating destinations that attract people to Waterfront south.
2. Weave the east/west Pioneer Square streets to the waterfront by strengthening the pedestrian connections under the Hwy 99 viaduct. Use connections at street level to minimize the barrier effect.
3. Revive the Washington Street Boat Landing and restore it to its position as the centerpiece of Waterfront South. This historic pier is the key relic that connects Pioneer Square and Seattle to its waterfront history.
4. Redesign waterfront parks to allow better access to the water, provide facilities for recreation, and provide places to experience the unique port activity there. This is a productive urban waterfront, and public space design should celebrate this.
5. Reorganize the linear space under the 99 viaduct so it can be shared by pedestrians, traffic, taxi queues and parked cars. Make the space clean and well lit, with clear pedestrian paths.

Recommendations in the Plan for waterfront connections include:

1. Create visible destinations on the waterfront to relink Pioneer Square to the water.
 - Develop street level retail, potentially with housing above, at Jackson on the water side, visible from 1st Ave.
 - Consider housing or hotel development with street level retail on Pier 46 property, visible from 1st Ave.
2. Strengthen east/west pedestrian connections at street level between Pioneer Square and the waterfront.
 - Create open vista of water at Main St. as part of Pier 48 development.
 - Preserve view corridors at Yesler and Washington.
 - Redesign streetscape on Jackson, Main, Washington, & Yesler from 1st to the water's edge to emphasize vistas of waterfront.
 - Continue streetscape design treatment (paving, furniture, etc.) under viaduct to guide pedestrians through.
 - Create safe, well designed and clearly marked crossings under the viaduct.
3. Rehabilitate and reuse Washington Street Boat Landing, an important part of Pioneer Square's waterfront history.
 - Use the building as the entry for the "mosquito fleet" of small passenger ferries.
 - Alternatively, restore the boat landing and make it the centerpiece of a new public space (see #4.).
4. Create a vibrant waterfront park, one that attracts users visually from both the tourist area of the waterfront to the north and from Pioneer Square to the east. It should relink these destinations and provide a great place to be on the water for downtown users. Specifically, the design should:
 - Be open, simple, flexible to allow multiple uses and events.
 - Express Seattle's maritime history and future.
 - Engage and celebrate the existing port and ferry operation.
 - Involve an artist on the design team.
5. Improve safety and cleanliness of waterfront public spaces. They must be maintained to a higher standard of quality.
 - Improve ongoing service and maintenance: repairs, cleaning, gardening and trash pick-up.
 - Enforce public behavior standards in public spaces; current uncivil behavior cannot be tolerated.

6. Create a pedestrian promenade along the water, linking it to existing segments to result in a continuous waterfront park. The existing path from Magnolia through Myrtle Edwards Park will continue south to the West Seattle Bridge, traverse Harbor Island, and link up with the path at Alki Beach.
 - Design the segment along the water, minimum 15' width, for pedestrians and bikes.
 - Use this path as the primary route for east and south bound pedestrian ferry traffic.
 - Do not add to the path just west of the viaduct; its location ignores the water's edge, its naturalistic design doesn't fit with either the historic or productive character of the urban waterfront, and trees block the visual connection to the water.
 - The path should celebrate the diverse uses of the urban waterfront: marinas, historic piers, ferry terminals, parks, the busy port.
7. Redesign the space underneath the viaduct to capitalize on its unique properties and its potential for pedestrian use in wet weather.
 - Clean the viaduct structure, add more ivy.
 - Regrade and repave the ground surface.
 - Improve the organization of parking, and mark spaces.
 - Upgrade the lighting under the lower deck and add lighting on columns to improve the pedestrian experience.
 - Clearly define pedestrian areas, mark crossings better.
 - Get creative about the noise: insulate the underside of upper deck to reduce sound reflection, and find a lightweight surface material to smooth over expansion joints.
8. Implement elements of the pedestrian navigation system to help visitors, tourists, ferry users, trolley and bus riders, and event goers find their destinations throughout South Downtown.
 - Whenever possible, streetscape design should facilitate visual connections to main destinations and transit links.
 - Install specified maps and signs to direct pedestrians to identified destinations (Navigation layer, pg 6.).
9. Public Access: Existing land-use code requires that a percentage of space for each waterfront development be used for public access to water. Currently, spaces cannot be grouped across developments. If developers could combine these spaces, the result could be better public access. Consider changing the land-use code to allow combining public access spaces in exchange for community involvement in design.
10. This Plan endorses the Port of Seattle as the lead developer of Waterfront South as they have a proven track record of high-quality public space design.

Greater Duwamish Manufacturing and Industrial Center Plan

Terminal 46 in the Central Waterfront study area is within the Greater Duwamish Manufacturing and Industrial Center. The plan for this area strongly promotes its industrial function, including the preservation of a working industrial waterfront. The areas multi-modal transportation network is also highlighted, with numerous mobility improvements identified and supported to serve industrial activities and promote efficient goods movement.

Policies of particular interest to the Central Waterfront include:

LU2.1 Protect the limited and nonrenewable regional resource of the industrial and marine lands in the M and I Center from encroachment of non-industrial uses by amending and limiting allowable uses permitted under the Seattle Municipal Code and Shoreline Master Program Industrial Environment.

LU3.2 Prevent further conversion of industrial land to non-industrial uses, and prevent the encroachment of non-industrial and incompatible uses within the marine industrial area.

T 9.1 Maintain the Duwamish Waterway and Elliott Bay as waterways for waterborne goods movement and maintain deep harbor docking space in Elliott Bay.

T 9.2 Maintain convenient waterborne and roadway access to all existing and expanded seaport facilities to ensure that the M and I Center maintains its role as a vital west coast port facility.

T 9.3 Maintain and improve intermodal connections for waterborne freight.

Ballard/Interbay Northend Manufacturing and Industrial Center (BINMIC)

The BINMIC Plan strongly emphasizes retaining industrial uses in the area, and promoting mobility improvements to efficiently serve these uses. Improving access to and from the area by water, rail, and regional highways is promoted to enhance freight mobility for BINMIC, strengthening its ability to expand its manufacturing and industrial activity.

The following transportation policies provide a flavor of the Plan's emphasis as it relates to the parts of Interbay most directly related to the Central Waterfront:

T53 Promote a multi-modal commercial strategy, including rail, trucks and air and water transport, and advocate for improved freight and goods movement, work toward improved multi-modal connections among rail yards, the waterfront, the Duwamish, Lake Union, Portage Bay, the Ship Canal, airports, and regional roadways.

Improve and retain the barge, ship, rail, truck freight intermodal connections of BINMIC associated with the Port of Seattle Terminals 86 and 91, Fisherman's Terminal and the Maritime Industrial Center.

The plan also stresses the importance of access to SR 99, and includes proposals for improvements in the Central Waterfront area to improve BINMIC's accessibility. One recommendation addresses growth in the Elliott Avenue corridor and calls for working with developers to implement a pedestrian connection between Elliott Avenue and Bell Street and the Pike Place Market.

Queen Anne Plan

The Queen Anne Plan is organized around a series of seven "Specific Plans" targeting specific geographic, social, character, and mobility objectives. The Specific Plan of particular interest to the waterfront is the Elliott Bay Access Specific Plan. The objective of the plan is to provide Queen Anne residents with better access to the Elliott Bay shoreline and shoreline parks and open space. According to the plan, the proximity to shoreline facilities and the Uptown Urban Center's present and future need for recreation and open space amenities mandate that access be provided.

Specific recommendations in the plan, identified as essential strategies, include:

- A preferred bicycle/pedestrian crossing over Elliott Avenue W and the Burlington Northern Santa Fe railroad tracks to Myrtle Edwards Park, the Elliott Bay shoreline, and recreational amenities at W Thomas Street. An alternative location is recommended at 6th avenue W.
- A W. Prospect/Immunex crossing of Elliott Ave and the BNSF tracks with extended public access to ensure shoreline access to the Queen Anne neighborhood via Kinnear Park.

While not included as an essential strategy, the plan also recommends extending the waterfront trolley northwestward from its current terminus at Broad Street to W. Galer Street to provide an efficient transit link to the downtown waterfront and Washington State Ferries to serve BINMIC/Immunex and shoreline park sites. The extended line would encourage non-motorized use of shoreline parks and trail facilities and reduce localized traffic congestion along Elliott Avenue.

Working in conjunction with the Elliott Bay Access Specific Plan is the Queen Anne Bicycle Beltway Specific Plan. The objective of this plan is to provide a safe and convenient bicycle alternative to the workday automobile commute for Queen Anners and residents of other nearby neighborhoods by completing the existing network of bicycle facilities to create a comprehensive system of bicycle facilities which will encircle Queen Anne Hill. Among the key strategies of the plan are proposed bicycle crossings of Elliott Avenue and the BNSF railroad tracks identified in the Elliott Bay Access Specific Plan and the provision of bicycle facilities on the Galer Street Flyover to provide a continuous bicycle connection across the BNSF railroad tracks to the Immunex project.

Current Plans Guiding Waterfront Development

Harborfront Public Improvement Plan 1987 *(City of Seattle)*

The Shoreline and Downtown Plan Policies adopted in the 1985 Downtown Land Use and Transportation Plan were translated into a specific physical plan for the Harborfront—the Harborfront Public Improvement Plan—which was adopted by the City Council in 1987. While voters turned down a bond issue that would have paid for the capital improvements in the plan, the City has been implementing the plan as funding and circumstances allow.

The Harborfront Plan is still a very relevant policy document in that it represent the current vision for the waterfront. The central thrust of the Harborfront Plan was to take Alaskan Way from a street dominated by vehicles to a street dominated by pedestrians. The plan proposed that the downtown waterfront from Pioneer Square to Myrtle Edwards Park be revitalized as a linear “walking park” with a series of different activity zones and open spaces along its length.

Goals and Objectives

1. Strengthen Maritime Use

- A. Emphasize the maritime nature of the areas: its human, commercial, and natural histories.
- B. Support the development and maintenance of adequate facilities for transient moorage, both recreational and commercial.
- C. Provide adequate vehicular access for maritime use.
- D. Create opportunities for active and passive interaction with water, e.g. viewpoints, fishing piers, shelters, picnic areas, small boat launch facilities, fountains.

2. Emphasize Historic Character

- A. Create an awareness of the role of the Harborfront in Seattle's history, e.g. a maritime interpretive center, historic features in design of public spaces.
- B. Conserve and mark historic places, events and artifacts.
- C. Encourage the berthing and display of historic vessels.

3. Provide More Opportunities for Public Access, Enjoyment, and Enrichment

- A. Build on the existing investment in public open space on the waterfront.
- B. Plan public access to improve the range and quality of views and direct access to the water; minimize conflicts with water-dependent uses.
- C. Develop open space that recognizes the existing physical nature of the area—the waterfront location, the expanse of water, view of the islands, maritime activity, regional climate and identity.
- D. Design open space to attract diverse groups—Seattle residents, tourists, downtown workers, families and children. Support a range of pedestrian activities for local residents, joggers, bikers, shoppers, tourists, boaters, picnickers and downtown workers.
- E. Develop safe and inviting open spaces with a range of character and uses.
- F. Respond to the need for open space downtown; enhance an important focal point for Seattle.
- G. In conjunction with civic groups, support a range of interpretive programs and events that focus on the natural, cultural and maritime history of the harborfront.

4. Modify Transportation Functions to Enhance the Pedestrian Environment and Maintain Access for Maritime and Commercial Uses

- A. Maintain adequate vehicular access for water-dependent uses, for service and delivery to piers and businesses adjacent to Alaskan Way
- B. Provide adequate, safe space for pedestrian and bicycle circulation through reclaiming space from vehicles and railroad.
- C. Support the extended operation of the Waterfront Trolley.
- D. Reduce visual impact of transportation functions (trolley, viaduct, roadway, parking) by aesthetic treatments.
- E. Reduce volume of through traffic on Alaskan Way.
- F. Assure adequate supply of short-term parking to support anticipated levels of use.
- G. Improve transit connections between harborfront and downtown.

5. Improve Pedestrian Connections with Downtown (Retail/Office Core, Pike Market, Regrade, Pioneer Square, Seattle Center, Kingdome)

- A. Reduce or eliminate sense that harborfront is isolated from the downtown.
- B. Improve pedestrian circulation between harborfront and downtown.
- C. Develop visual signals of accessibility (viaduct gateways, banners, hillclimbs, landscape treatments).

- D. Create effective pedestrian routes between water-side development and developments on the east side of Alaskan Way.
- E. Develop edges to the harborfront district, defined boundaries.

Overview of Plan

The downtown waterfront is proposed to be revitalized as a linear “walking park” with a series of different activity zones and open spaces along its length:

- Maritime transportation zone
- Commercial/retail zone
- Public zone
- Mixed use zone

Pedestrian environment. South of Pike – where the noise of the Viaduct, proximity of the commercial district, and marine transportation uses dominate – the pedestrian atmosphere will be active. North of Pike there will be a more relaxed atmosphere, with public uses, and a boulevard character.

Parks at key street ends will reflect ties to upland neighborhoods – Pioneer Square, Pike Place Market and the Denny Regrade – and will connect to the central business district through street parks and improved pedestrian connections east of Alaskan Way

Public improvements will be sensitive to needs of water dependent commerce and transportation on the piers.

Plan Elements

1. Strengthen Maritime Use

- Support Port of Seattle cruise ship terminal at Piers 64-66.
- Develop new transient moorage at Piers 64-66.
- Expand recreational moorage at Washington Street Boat Landing.
- Use Waterfront Park for temporary moorage of special interest vessels.
- Encourage private development of recreational moorage north of Edgewater Hotel.
- Develop coordinated moorage management system.

2. Enhance Public Access

- Develop 20-35 foot wide Alaskan way promenade with special paving, lighting, street furniture and public art. Promenade proposed from Pier 48 to Myrtle Edwards Park - tree lined boulevard north of Pike Street, active commercial atmosphere south of Pike Street.
- Create improved bicycle access through striped bicycle lanes.

- Develop series of harborfront street-end parks.
 - **Washington Street** – active concession use and additional moorage.
 - **University Street** – active gathering space.
 - **Pike Street** – enhance triangle at entrance to Aquarium with seating, art.
 - **Virginia and Lenora Streets** – develop pier park and transient moorage.
 - **Vine Street** – small park focused on vista.
 - **Myrtle Edwards Park** – mark and enhance entrance.
- Redesign Waterfront Park to add activity, views from street.
- Implement Aquarium expansion plan.
- Consider public acquisition of Piers 62 and 63 for Aquarium and other educational/recreational uses.

3. Unite the Harborfront and Downtown Through Public and Private Improvements

- Relocate Burlington Northern's railroad operations to the downtown train tunnel.
- Enhance the east-west pedestrian connections through the Viaduct area through improved sidewalks, crosswalks, lighting, graphics, and pedestrian signals.
- Extend streetcar to International District – improve its utility as a transportation link.
- Encourage better transit links from Downtown to the Harborfront.
- Enhance pedestrian corridors to downtown through public and private improvements:
 - Improve connection at Washington Street.
 - Retain and provide safe and attractive Marion Street Bridge connection.
 - Create street park connecting to harborfront along University.
 - Provide mechanical assist and pathway as part of PC-1 site garage.
 - Renovate Lenora Street overpass.
 - Street park on Vine Street and improvements to Broad Street and Myrtle Edwards Park entrance.

4. Discourage Use of Harborfront as a Corridor for Through Traffic

- Shift ferry access to the south (5 lane arterial south of ferry dock).
- Reduce Alaskan way to 2 through lanes – provide parking and loading for local businesses.
- Provide adequate loading capacity to serve the piers – provide loading lane south of Pike with room for left turns.
- Maintain Alaskan way as designated oversize route through downtown (20' high x 20' wide right of way).
- Provide additional public parking to serve commercial and public uses on harborfront and better manage on-street parking.

- Develop public parking garage on PC- 1 site serving Pike Place Market and waterfront.
- Meter on street parking spaces and enforce regulations to discourage long-term use.
- Work with Metro to improve transit access.

5. Emphasize the Historical and Cultural Significance of the Harborfront

- Mark historic places and events along Alaskan Way.
- Encourage display of historic vessels.
- Increase awareness of Seattle's history – interpretive exhibits, events, festivals.
- Incorporate historical maritime themes.
- Maintain historic character area between Piers 54 and 59.

Observations about the Harborfront Plan

The public vote on funding the Harborfront Plan failed – but the City continued to try to implement the plan.

The promenade was the most expensive element, and the most difficult to fund through grants, mitigation etc. There was also some resistance to making the promenade a priority by SED.

As a result, some improvements were made that were not explicitly in the plan. For example, the bike/pedestrian trail on the east side where the mainline railroad track was formerly located.

The Port's Central Waterfront Project, in early planning at the time, brought a number of changes. New land uses were included on upland properties that had not been explicitly anticipated, but nevertheless were planned for through an extensive master planning process. The Port projects brought extensive sidewalk improvements to the east side of the street. The pedestrian bridge at Bell Street emerged from the master planning process.

Some of the street end open spaces anticipated in the Harborfront Plan could not be built today because of changed environmental regulations and perspectives.

The Harborfront Plan did not include a detailed design program. As a result the City has no design plan that establishes direction in areas such as sidewalk widths, paving, lighting, landscaping, street furniture, art elements.

Implemented Major Elements of the Plan

- Moving mainline railroad off the waterfront.
- South ferry access/ferry terminal expansion.

- Improved north-south pedestrian connections, primarily on east side of the Alaskan Way surface street.
- Some improvements to east-west pedestrian connections – such as Washington.
- Piers 62 and 63 acquired for public use.
- Public parking garage built on the south of the PC –1 site serving market and waterfront? (500 spaces completed in '89).
- Port of Seattle completed the Central Waterfront Project (Bell Street Pier). This included the cruise ship terminal and recreational moorage proposed in the plan, but also a number of other uses including an international conference center, a maritime museum, retail, restaurant uses on the water side, and office, hotel, parking and residential uses on upland parcels that the Port did not own at the time.
- In a related development the Port moved its headquarters to a renovated Pier 69 and relocated the Victoria Line ferry to Pier 48.

Major Elements Not Implemented

- Build widened promenade/ narrow Alaskan Way to two/three lanes.
- Expand Aquarium.
- Expand recreational moorage at the Washington Street Boat Landing.
- Many of the open space recommendations, including redesign of Waterfront Park.

“New” Issues Not Anticipated In Past Plans

- Alaskan Way Viaduct/seawall project.
- Olympic Sculpture Park.
- Potlatch Trail.
- Endangered Species Act.
- Pier 48 site no longer in planned use.
- Pioneer Square desire for larger, better-designed open space at Harbor Patrol Station/Pier 48.
- Aquarium open space concept revised to focus on Pier 62/63 and remove Waterfront Park.
- Plan to develop ferry remote holding south of Pioneer Square rather than major expansion of dock over water.
- Grade separation issues on north waterfront/north waterfront access project.
- Waterfront streetcar extension north to Interbay.

Other Gaps

- No detailed design program for the waterfront exists.

Harborfront Development Strategy 21 (Port of Seattle)

The Harborfront Development Strategy 21 was prepared by the Port of Seattle and adopted June 26, 2001. The Strategy provides guidance for the Seaport's component businesses and real estate assets, with the following five Seaport businesses analyzed in depth:

- Containers
- Terminal 91 cargo businesses – breakbulk, project and roll-on/roll-off cargo
- Cruise
- Recreational boating
- Fishermen's Terminal – fishing and commercial vessels

In addition, two Seaport lines of business – Warehouse and Distribution and the Central Waterfront Piers and Properties –were briefly assessed.

Real Estate Analysis

The Seaport is one of the largest property owners in the region; its holdings encompass 1,500 acres (500 submerged acres and 1,000 surface acres), including piers, waterfront and upland properties. The HDS 21 devotes significant attention to the Port's real estate portfolio, including as assessment of the organization's properties and their current financial performance. One of the three in-depth "focus areas" studied is Pier 48 in the Central Waterfront planning study area. The focus area studies provided a detailed analysis of the current status and potential options for each of the properties, as well as an opportunity to use the properties as case studies, from which recommended strategies and policy principles were developed for the entire Seaport portfolio. Highlights of the Harborfront Development Strategy 21 especially relevant to the Central Waterfront planning effort are summarized below.

The HDS 21 includes Overarching Policies addressing the Port's role, maintaining current tax revenues, promoting regional port cooperation, responding to requests for new public benefit programs and activities, and strengthening relationships with regional and local governments, especially ties with the City of Seattle, both at the staff to staff and Council to Commission levels.

Financial Management Policies address leveraging resources, establishing financial targets for businesses, and evaluating new investments.

Asset Management Policies address leasing strategies and property management. Generally, the policies call for the retention and management of existing properties, with provision for strategic property acquisitions, and strategic property disposition. While the preference is to retain properties, the policies outline circumstances when the Port should consider property sale of nonessential assets in a strong real estate market

to provide one-time financial returns that can support line of business and public benefit strategies. These include:

- Property is not aligned with core businesses or needed in conjunction with core business functions.
- Geographic location – relationship to other Port properties or businesses (i.e. is it protecting or buffering Port property?).
- Fully mature site- i.e. no opportunity to capture additional value from the site within a reasonable timeframe.
- No opportunities for the Port to provide increased value.
- Redevelopment opportunity can best be met by others.
- Financial considerations – timing, market factors, potential return to the Port.
- Economic/community benefit evaluation – benefits of sale versus the Port retention; impacts on the area's cluster economy.
- Project financing considerations-where financing requirements make the transaction feasible only through property sale.

In assessing the future of waterfront properties, analysis should consider piers and shoreline zones both separately and together with upland properties. Planning for the future of waterfront properties should consider both (piers and uplands). Piers should remain in maritime and water-dependent use, unless it can be shown that such uses are not viable.

In assessing the business prospects of a specific maritime use for a property, the Port is directed to:

- Distinguish between water-dependent uses and non water-dependent uses.
- Determine whether a given use need to be located on waterfront property.
- Use the determination to make tradeoffs between maximizing water-dependent use and maximizing financial value.

Where maritime use are mismatched with the underlying property value (i.e. a marginal business located on a high value property), the Port should seek a more suitable location for the business considering first, its own holdings; second, the other Seattle Harbor locations; and third, other locations in the region.

Policies encourage the Port to move forward with planning and development of several of its key properties, to generate public benefit from their productive use, and to realize returns that can be used to further the objectives of core Port businesses. The Port should effectively master plan, permit and prepare these properties for development.

- Development of properties will include both maritime industrial development aligned with the Port's core businesses, and more market-based real estate

development that will provide revenues to support the Port's core mission on other properties.

- Develop a property planning strategy for each of its key properties, and communicate those plans and strategies to stakeholders and the public.
- When undertaking real estate activities, the Port should clearly define and openly communicate the public benefit served by these activities, including how revenues can be used to provide economic and community benefits and how the real estate portfolio can support and enhance the Port's mission.

The most appropriate role for the Port in real estate activities is the predevelopment of property, which encompasses master planning, site planning and environmental documentation, including obtaining appropriate public comment; infrastructure planning and potentially construction; and permitting activities. It is assumed that, in general, the Port will retain developed properties, using ground lease agreements.

Central Waterfront Piers and Properties

The Port regards central waterfront properties as a collection of businesses and assets that should be considered as individual elements. Issues of costs associated with permit conditions should be considered to determine if it is possible to maintain public benefits at reduced cost or while providing for increased revenues. The Port should assess methods to increase operating revenues and decrease costs. Revenue sources to evaluate include development of Pier 48 as well as lease, parking and other rates charges at the Port's Central Waterfront facilities.

- **Pier 48**

The HDS 221 includes the following real estate policies regarding Pier 48:

- 1) The Port should move forward with redevelopment of the property. There is no public benefit in allowing the property to remain vacant.
- 2) The Port should use a principled and open public policy process to determine appropriate options for the property.
- 3) The Port should place priority on obtaining financial return from the property; such return is likely to be eroded by public benefit and public access requirements. This property should be considered a test case for the Port's ability to extract reasonable value from a property not necessary for its core business.
- 4) The Port should retain water-dependent uses, to the extent possible, on the pier front, and should consider the impacts of redevelopment on Pier 46.
- 5) The Port should investigate options which serve both Washington State Ferries needs on the waterside, and capture revenue potential from the uplands. Such a win-win outcome may be possible through a carefully structured public-private partnership

- 6) The Port should investigate all real estate options which could improve the return on the property, including long-term leasing, public-private partnerships, sales to the State, or other approaches.

- **Container Business**

In the 1990's, the Port invested approximately \$600 million in new terminals at Terminals 5 and 18, bringing greatly enhanced terminal capacity to the Harbor. Currently, there is available capacity for growth. Once that capacity is reached, technological improvements are expected to enhance throughput. The challenge for 2000-2010 is to absorb and effectively utilize new terminal capacity, and to try to grow the container market. Regional cooperation with the Port of Tacoma is identified as a means to enhancing Port operations, with Tacoma having the opportunity to be the bigger port in the future.

- **Cruise Business**

The Port has greatly developed the passenger cruise ship business. The cruise ship business generates business revenues and jobs within the region. However, on a relative scale, it is not as attractive as the container business. The cruise ship industry also raises job quality issues; service level jobs versus livable-wage jobs. The cruise ship business is regarded as riskier than container business, since cruise lines do not typically have contracts with of long-term financial commitments to ports.

The DHS 21 also raises the issue of developing additional cruise ship facilities. At the time, two temporary options were under consideration at Terminal 91 and Terminal 30 (Since then, Terminal 30 has been developed as an interim facility). A downtown location is viewed as having a competitive advantage as a permanent location; however Pier 48 is too short and too expensive to rebuild, while Terminal 30 is a good location but expected to be in container terminal use. Prospects of public-private real estate development partnership are discussed. Such projects could encompass joint development of cruise terminals, hotel, office and retail developments, and could offset some of the risks associated with development of the cruise business. Incorporating real estate development into cruise terminal siting potentially provides an opportunity to recoup Port investment costs – with the potential for an “ideal” public-private partnership, with the Port providing the land and the private sector providing the capital.

Other Waterfront Planning

Blue Ring *(not adopted—under review)*

The Blue Ring is a vision and action plan for improving the pedestrian environment of the Center City. The Central Waterfront Planning area is a significant part of the Blue Ring; making up approximately a quarter of the Blue Ring's system of open spaces, transit hubs, civic destinations, special connections and prominent streets. Pedestrian and street connections between the Central Waterfront and the downtown uplands will

be crucial to making the Blue Ring system of pedestrian improvements work in the long term. The Blue Ring vision and action plan is overseen by the CityDesign program of the Department of Planning and Development's planning division.

North Waterfront Access Project; Concept Level Options (August 15, 2001) *(not adopted)*

The North Waterfront Access Project is a study of transportation conflicts in the area near Broad Street and Alaskan Way. The Concept Level Options part of the study presents a range of options to improve transportation conflicts in this area.

Draft Waterfront Parking Strategy (April 2002)

In a related effort, the City also prepared a Draft Waterfront Parking Strategy. The waterfront parking strategy is aimed at the "short-term" parking for recreational, tourism and retail trip purposes. "Short-term parking is not strictly defined, but contrasts with all-day commuter parking and residential parking facilities. The strategy considers the relationships between short-term parking, commuter parking and residential parking, but commuter and residential parking needs are not the focus of the strategy.

Waterfront South, South Downtown Waterfront Master Development Plan

The plan was developed in 1997 as a collaboration between City of Seattle, Port of Seattle, Washington State Ferries, and King County. It focuses primarily on the area between the Washington State Ferry Terminal (Colman Dock) and Terminal 46, and addresses such issues as economic development opportunities in the area, improvements to reduce inter-modal conflicts for goods movement and other traffic, ferry terminal expansion and ferry traffic holding areas, and improved area access. It predates the decision to replace the Alaskan Way Viaduct.

Design Guideline for the Central Waterfront Project Street Vacations

This document provided guidance for the development of the Port of Seattle's upland properties east of Alaskan Way between Bell and Pike Streets, including the provisions of public amenities such as plazas, trails and other open spaces, pedestrian bridges and hillclimb assists, and view corridors. Guidelines applied to Waterfront Landings Condominiums, Marriott Hotel, World Trade Center East and West, and the Bell Street Pier redevelopment (Pier 66).

Mayor's Central Waterfront Guidelines (1980)

Guidelines were developed to address redevelopment of Waterfront Center, a six block area between Alaskan Way, First Avenue, Madison and Seneca Streets. The guidelines were associated with a contract rezone that had been granted to accommodate mixed use development in an area that had primarily been zoned Manufacturing.

Other Early Plans and Concepts

Earlier planning efforts for the Central Waterfront area are summarized in Appendix A of this report. One consistent theme that has emerged from past planning activity has been the concept of an entertainment crescent linking activities in Seattle Center, the Central Waterfront and Pioneer Square. This linkage would be reinforced through pedestrian and transit improvements.

Recent Waterfront-Related Planning Activity

Central Waterfront Master Plan (1997) *(Seattle Aquarium)*

Mission

To expand knowledge of, inspire interest in, and encourage stewardship of the aquatic wildlife and habitats of Puget Sound and the Pacific Northwest.

Goal for Waterfront Park and Piers 62 and 63

Create a major new Waterfront Park by incorporating the Aquarium, the existing Waterfront Park and Piers 62 and 63 into a single large park which provides improved public access to the water, open space for both general use and special events, and viewing areas of Elliott Bay.

Goals for the Seattle Aquarium

- 1) Provide a window into Puget Sound, its wildlife, natural habitats, and aquatic environments.
- 2) Reach the broadest audience possible through the creation of an exciting visitor attraction with exhibits and programs which entertain, involve, and inform the public.
- 3) Promote stewardship of aquatic environments through exhibits and programs designed to engage the minds and motivate actions by the public.
- 4) Meet the highest standards for the care and study of animals and habitats.
- 5) Develop revenue sources and funding strategies that allow the Aquarium to create and maintain first class exhibits, facilities, and programs.

Other Waterfront-Related Planning Activity

In addition to the plans and policies described above, other work has been directed to planning for the Central Waterfront, especially related to potential redevelopment of the

Alaskan Way Viaduct. While most of these efforts are not officially recognize as adopted City policy, in many cases they do reflect current thinking on the waterfront issues.

Seattle City Council Resolution 26598 (August 1981)

Land Use

- Convert more area between the piers and the viaduct to public open space, by restructuring the transportation functions in the area.
- Prioritize water-related activities and strengthen public access from Piers 48-71.
- Avoid new uses that bring large numbers of auto traffic.
- Building height along the waterfront should remain low, in keeping with the bulk and scale concepts in Downtown.
- Active commercial setting south of Pike Street; tree-lined boulevard north of aquarium.

Transportation

- Assume the viaduct will remain until a replacement facility is built that will handle 50,000+ daily through traffic.
- Pedestrian and bicycle improvements will occur along the waterfront.
- Provide a remote holding area for overflow ferry traffic.

Multimodal Connections

- Reference to better coordination between pedestrian and transit access.

Neighborhood Connections

- Strategic pedestrian links should tie the waterfront promenade to the rest of Downtown (University, Spring, Marion, Broad, and Washington Streets and Pike Hillclimb).

Recreation/Open Space

- Use public open space as a means to link together different areas.
- The waterfront as open space will become increasingly important.

Industrial/Freight Transport

- Accommodate loading activities on the piers while minimizing pedestrian conflicts.

Environmental

- Control sewage overflows and avoid them in the waterfront vicinity.

Historic/Cultural

- Reference to continued enjoyment of unique features of Downtown and the waterfront.

Other Waterfront Planning Efforts

Figure 2 on the following pages summarizes the highlights from these documents.

Seattle Planning and Design Commission's
Recommended Principles on Alaskan Way Viaduct
and Seawall

Relationship to Overall Land Use Planning Vision	<ul style="list-style-type: none"> • Viaduct alternatives should support a broad vision for the waterfront and its connections to Downtown and be consistent with the City's plans. • They should help achieve community and economic development goals. • The viaduct alternatives will vary in terms of their influence in "form-giving qualities" and levels of impact. Ensure that the solution has a positive influence on the character of the area, including land use, public safety, mobility, access, and urban form.
Relationship to Overall Transportation Strategies	<ul style="list-style-type: none"> • Retain the capacity provided by the viaduct, but within the broader context of the Downtown transportation system. • Look broadly at a variety of transportation modes and corridors (car, truck, transit, and pedestrian/bicycle). Analyze ways to meet needs of the various users.
Multimodal Connections	<ul style="list-style-type: none"> • Improve connections to other transportation modes. • Prioritize transit vehicles for Downtown access. • Coordinate with the monorail, light rail, trolley, Broad Street.
Connections with Neighborhood	<ul style="list-style-type: none"> • Provide improved connections to help knit together Downtown. There is the opportunity to improve accessibility to and from Downtown to provide a "seamless extension" from Downtown. • Improve physical and visual linkages to the waterfront for pedestrians.
Recreation/Open Space Principles	<ul style="list-style-type: none"> • Allow for usable open space and pedestrian passage. • Maintain the waterfront as the city's "front door and . . . icon for the larger region."
Industrial/Freight Transport Issues	<ul style="list-style-type: none"> • Improve the speed and reliability of freight movement. • Define a specific freight corridor that does not conflict with other goals.
Environmental Topics	<ul style="list-style-type: none"> • Minimize noise impacts in the viaduct operation and during construction.
Seawall	<ul style="list-style-type: none"> • Seattle is an integral partner due to the seawall aspect. General reference to an integrated approach.
Historic/Cultural	<ul style="list-style-type: none"> • Value of the waterfront as a regional icon.

Allied Arts Waterfront Campaign Design Principles	ROMA Design Group Alaskan Way Viaduct and Seawall Project Urban Design Assessment, 2002
<ul style="list-style-type: none"> Free the waterfront—to allow the city to reconnect to Elliott Bay. Extend the neighborhoods' character and vitality toward the waterfront. Allocate space for future improvements in the public interest—evolving over time. 	<ul style="list-style-type: none"> Achieve multiple public benefits and purposes: transportation, shoreline protection, habitat, recreation/open space activities, land use efficiency, and a positive relationship between the waterfront and city. Support implementation of existing plans/policies: promote redevelopment of the waterfront as a catalyst for positive change/growth. Further the evolution of the city fabric with a more livable and vital public realm. Flexibility/adaptability. Maintain a relatively low development scale.
<ul style="list-style-type: none"> Build a cut-and-cover tunnel. Replace but do not increase capacity. Keep the number of motorized lanes minimal. Do not expand transportation to fill the surface space. Ensure that on/off ramps to SR 99 take minimal space and allow for maximum penetration across them. 	<ul style="list-style-type: none"> Balance through-movement needs with enhanced local access by all travel modes. Enhance the quality of the “movement experience,” e.g., sense of arrival/departure, legibility of the system, enhancing sense of structure and orientation to the urban environment. Cost-effectiveness.
<ul style="list-style-type: none"> Prioritize non-motorized activities over motorized transportation. 	<ul style="list-style-type: none"> Develop a mixed-mode transportation strategy (ferries, trolleys, buses, light rail, monorail, auto, truck, pedestrians, and bicyclists).
<ul style="list-style-type: none"> Extend the character and vitality of the connecting neighborhoods to the water's edge so that each has a waterfront presence. Provide ample east-west corridors for pedestrians, bicycles, transit, and cars. Relate the character of the pathways to the neighborhoods. 	<ul style="list-style-type: none"> Strengthen linkages: eliminate barriers and create a “seam” in the urban fabric, unifying Downtown and the waterfront and each of the adjacent neighborhoods. Improve waterfront accessibility from upland areas.
<ul style="list-style-type: none"> Front porch: identify strategic locations for parks and plazas. Provide a series of public destinations and activities at the waterfront, year-round. Celebrate the unique conditions at the waterfront. 	<ul style="list-style-type: none"> Enhance livability by reclaiming leftover and abandoned lands, replacing them with meaningful public spaces serving a diverse urban population.
<ul style="list-style-type: none"> Not mentioned. 	<ul style="list-style-type: none"> General reference to truck traffic.
<ul style="list-style-type: none"> See habitat reference below. 	<ul style="list-style-type: none"> Diminish/eliminate noise, air pollution, shading, and negative impacts on pedestrians and the visual environment, to enhance livability.
<ul style="list-style-type: none"> Design the seawall for maximum sense of human contact with the water, and healthy habitat for sea life and fish migration. 	<ul style="list-style-type: none"> Not mentioned.
<ul style="list-style-type: none"> The life of Elliott Bay is one of the defining elements of our city. Ensure designs celebrate these aspects, inspiring a renewed sense of connection and stewardship. 	<ul style="list-style-type: none"> Preserve the historic legacy: respect and maintain ties to the past in old buildings' authenticity, pier structures; integrate the new projects with the old.

Figure 2. Recent Planning Activity Related to the Central Waterfront

Regulatory Framework

A variety of land use districts or zones guide development in the Central Waterfront study area by regulating the type and intensity of uses permitted and the design and scale of development. Zones within shoreline areas are also subject to special shoreline provisions that apply within different designated shoreline environments. The shoreline provisions supercede the standards established by the base zoning, and may place additional limits on the types of uses and scale of development permitted, as well as require that additional development standards be met, such as requirements for public access and view corridors. Farther offshore, additional regulations apply within the area bounded by the State Harbor Lines.

Seattle Land Use Code

Land Use Districts (Zones)

Currently, zoning in the Central Waterfront study area includes at least portions of twelve different land use districts, three shoreline environments, two special review districts, and one land use overlay.

Zones within the Central Waterfront planning area include:

- Downtown Harborfront 1 (DH1)
- Downtown Harborfront 2 (DH2)
- Downtown Mixed Residential (DMR)
- Downtown Office Core 1 (DOC1)
- Downtown Office Core 2 (DOC2)
- Downtown Mixed Commercial (DMC)
- Pike Market Mixed (PMM)
- Pioneer Square Mixed (PSM)
- Industrial Commercial (IC)
- General Industrial-1 (IG-1)
- General Industrial-2 (IG-2)
- Commercial 2 (C2)

Figure 3 shows where these various zone designations apply. Generally, shoreline designations promote water-dependent commercial and recreational uses, and prohibit housing and hotels. Inland, zones at the northern end of the planning area emphasize residential use, while a more general mix of uses is allowed under the zoning extending southward to and including Pioneer Square. The southern end of the study area includes industrial zones that prohibit residential use and limit the amount of floor area allowed for commercial activities.

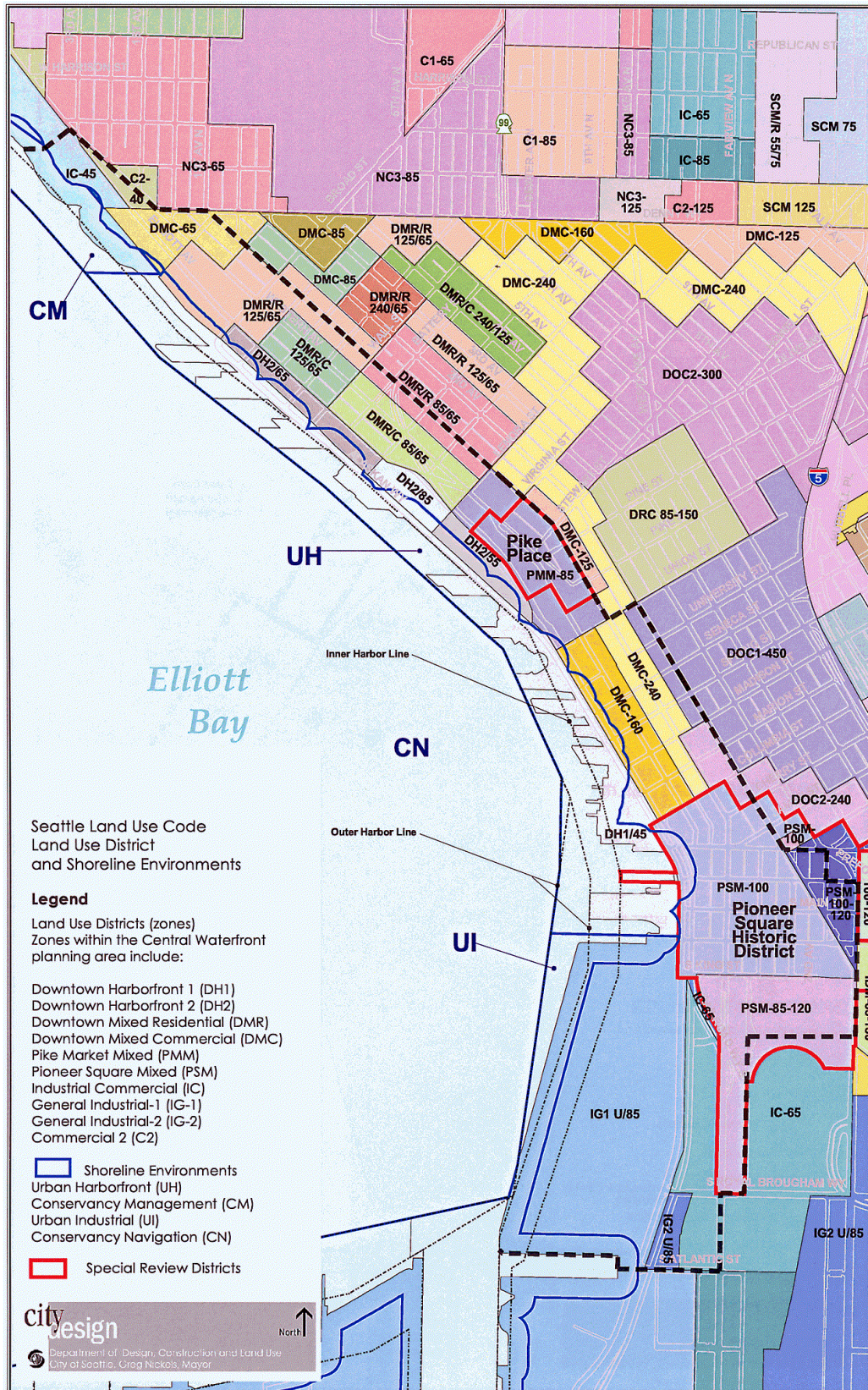


Figure 3. Zoning

Permitted uses, height and density limits, and development standards vary by zone, reflecting the different functions and character of development each is intended to foster. The function and character intended for an area under the various zones are described below:

- **Downtown Harborfront 1 (DH1)**

Location. Shoreline area west of Alaskan Way between Jackson Street/Pier 48 and Bay Street.

Intent. Waterfront revitalization; promote water-dependent uses and opportunities for public access and recreation; and preserve historic maritime character.

- **Downtown Harborfront 2 (DH2)**

Location. East side of Alaskan Way from Pike St. to Broad St.

Intent. Mix of uses at a scale that complements shoreline development and enhances public access to the waterfront. Incentives promote open space and public access improvements while height/bulk limits help preserve views.

- **Downtown Mixed Commercial (DMC)**

Location. Western Ave. vicinity, edge of Downtown office core, Union St. to Columbia St.

Intent. Mix of uses; provide transition in scale and intensity of development between waterfront and office core.

- **Pike Market Mixed (PMM)**

Location. Pike Place market vicinity, north of Union St. to Lenora St. between 1st Ave. and Alaskan Way Viaduct

Intent. Preserve unique character, scale and function of the Market, while allowing compatible new development

- **Pioneer Square Mixed (PSM)**

Location. Pioneer Square vicinity, Columbia St. to Railroad Way S.

Intent. Mixed-use development compatible in character and scale with Pioneer Square's historical development pattern.

- **Downtown Mixed Residential (DMR)**

Location. Belltown vicinity, Lenora St. to Broad St.

Intent. Primarily residential use with a mix of compatible activities; development compatible with desired neighborhood character.

- **General Industrial 1 (IG1) U/85**

Location. Terminal 46

- **General Industrial 2 (IG2) U/85**

Location. Small area east of Alaskan Way between Royal Brougham Way S. and S. Atlantic St.

Intent. Accommodates most intensive manufacturing and industrial uses in the city; IG-1 is more restrictive than IG-2 in terms of limits placed on non-industrial uses (office and retail). Residential use is generally prohibited. IG-1 considered appropriate designation for industrial shoreline areas where the policy is to protect marine related uses from an inappropriate level of unrelated retail and commercial activity.

- **Industrial Commercial (IC) 45'**

Location. West of Alaskan Way, extending north of Bay Street as far as W. Harrison Street.

- **Industrial Commercial (IC) 65'**

Location. Most of area between Alaskan Way and 4th Ave. S. from Pioneer Square to S. Atlantic St.

Intent. Allows a range of manufacturing uses and less intensive industrial activity than that allowed in IG zones. Encourages research and development use and other commercial activities that don't conflict with industrial activity, with additional landscaping and development standards to promote a more compatible environment for this type of activity. Residential use is prohibited.

Summary of Provisions for Upland Zones in Study Area

- **Uses**

- Industrial uses are prohibited in all zones except in the IC and IG zones.
- Residential use is prohibited in these zones and in the DH1 zone.
- Most commercial uses, including office and retail, are allowed throughout, but are subject to limits on size in industrial zones.
- Uses in areas like the Pioneer Square Preservation District and the Pike Place Market Historical District may be subject to review by the Boards and Commissions overseeing these districts.
- Principal use parking garages are prohibited except in the DH2 zone where rules are more liberal to allow for parking serving waterside uses and public access to the waterfront by car. In the PSM zone, principal use parking garages are subject to special review by the Pioneer Square Preservation Board.

- **Heights**

Height limits reflect the Downtown height concept, which states that: "Height limits shall taper from an apex in the office core toward the perimeter of downtown to provide transitions to the waterfront and neighborhoods adjacent to downtown."

Maximum permitted building heights in the study area east of Alaskan Way are:

- 65' in the IC zone along the eastern edge of Terminal 46,
- 100' and 120' in the Pioneer Square PSM zone,
- 160' in the DMC area between Columbia and Union Streets, stepping up to 240' east of Post Alley,
- 85' in Pike Place Market,
- 55', 65' and 85' in the DH2 zone north and west of Pike Place Market,
- 125' in the portion of the DMR zone occupied by the sculpture park site and
- 65' in the DMC zone along Denny Way.

There are no height limit in IG zones in the Central Waterfront for manufacturing and industrial uses, but other uses limited to 85 feet.

- **Development Density**

Downtown Zones. Except in the DH2 zone, residential use in downtown zones is not subject to a density limit, but is controlled through height and bulk limits. Most other downtown zones limit the density of non-residential uses through a floor area ratio (FAR). In Pioneer Square's PSM zone, the density for all permitted uses is regulated by limits on height and bulk. Of the zones located in the study area, the DMC zone allows the highest density for commercial use --a maximum of 7 FAR. Several zones have both a base FAR and maximum FAR established for commercial uses. To reach the maximum FAR, floor area above the base FAR must be gained through participation in the Downtown bonus and/or TDR programs.

Industrial zones. In IG zones, development density is subject to a floor area ratio (FAR) of 2.5 for manufacturing and industrial uses. In the IG-1 zone, 1.0 for other permitted non-industrial uses are limited to 1.0 FAR, while in the IG-2 zone, these use area allowed up to 2.5 FAR. In addition to the FAR limit, non-industrial uses like office, retail and restaurants are subject to maximum size of use limits, which in IG-1 zones within the Duwamish Manufacturing and Industrial Center are 50,000 square feet for office use, 25,000 square feet for retail, and 5,000 square feet for restaurants.

Zone Category and Height District	Base Commercial FAR	Maximum Commercial FAR	Residential Density Limits	Other
Downtown Harborfront 1 DH1 45'	NA	NA	Residential not permitted	
Downtown Harborfront 2 DH2 55' DH2 65' DH2 85'	2.5 2.5 2.5	Development standards govern	Same as commercial*	
Downtown Mixed Commercial DMC 65' DMC 160' DMC 240'	4 5 5	4 7 7	Development standards govern	
Downtown Mixed Residential DMR/R 85/65 DMR/R 125/65 DMR/C 85/65 DMR/C 125/65	1 1 1 1	1 2 4 4	Development standards govern	
Pike Market Mixed (PMM)	NA	7**	7**	
Pioneer Square Mixed PSM 100 PSM 85-120	NA NA	NA NA	Development standards govern	Development standards govern
Industrial Commercial IC 65 IC 85	NA NA	3.0*** 2.5	Residential not permitted	Size limit on certain uses (office, retail, etc.)
General Industrial 1 IG1 U/85	NA	1.0 FAR****	Residential not permitted	Size limit on certain uses (office, retail, etc.)
General Industrial 2 IG2 U/85	NA	2.5 FAR****	Residential not permitted	Size limit on certain uses (office, retail, etc.)

* DH2 is the only Downtown zone where residential use is subject to an FAR limit and where use of bonuses and TDR are required to achieve the maximum density allowed.

** Achievable density varies according to Urban Renewal and Historic District Plans

*** Stadium Area Overlay allows 3.0 FAR; other 65' height areas subject to 2.5 FAR limit

**** Non-industrial uses subject to maximum size limits

Figure 4 Permitted Density under Current Zoning

- **View Corridors**

Certain Downtown streets are designated as view corridors, and the Land Use Code maps segments of these view corridors where setbacks are required, regardless of the Downtown zone designation. Portions of designated view corridors requiring setbacks include:

- Bell, Battery, Wall, Vine, Clay and Broad Streets west of 1st Avenue.
- Marion, Madison, Spring, Seneca, and University Streets west of Third Avenue.

- **Development Standards**

- Street level uses are generally not required along Alaskan Way or any street west of 1st Avenue, except in Pioneer Square and the Pike Place Market;
- Most development is subject to street level development standards addressing street wall height and setbacks, blank walls and façade transparency, and screening of parking; upper level development standards address bulk of upper floors.
- Residential and office use subject to common recreation area or open space requirements
- In IG zones, Alaskan Way is designated as a street for landscaping, which requires street trees or landscaped setback areas and screening for specified uses, such as outdoor storage.

- **Green Streets**

Green Street designations apply to several east-west streets connecting to the waterfront (Bay, Eagle, Clay, Cedar, Vine, Bell, Blanchard, University, Spring, Marion). Requirements such as setbacks, curb cuts, location of entrances apply, and density bonuses are available for contributions to green street improvements.

Shoreline District

Shorelines are an extremely complex regulatory environment, and many agencies have a role in determining use and development of shoreline areas. The Shoreline Management Act (SMA) of 1971 provides the basis for coastal zone management in the State of Washington. The intent of the SMA is to provide for “the management of the shorelines of the state by planning for and fostering all reasonable and appropriate uses” and to ensure that development of the state’s shorelines be accomplished in a manner that will promote and enhance the public interest. The SMA provides goals and policies that are implemented at the local level through detailed planning and permit procedures, and at the state level by Department of Ecology review and certification.

Seattle’s Shoreline Master Program (SSMP), prepared in accordance with the SMA, is the basis for local management and evaluation. The general objective of the SSMP is

to “recognize the unique opportunities in different areas of the shoreline to accommodate different types of water-dependent businesses and shoreline recreation and to protect and enhance natural areas and views of the water.”

The area regulated by the SSMP extends out from the shoreline to the Inner Harbor Line and landward 200 feet from the shoreline measured horizontally from the ordinary high water mark. Development in Seattle's shoreline district must satisfy the shoreline district's development standards and be permitted in both the shoreline environment and the underlying zone. The shoreline environment designation applies as an overlay supplementing the underlying or “base” zoning, with provisions developed to achieve specific shoreline objectives. The shoreline provisions supercede the standards established by the base zoning, and may place additional limits on the types of uses and scale of development permitted, as well as require that additional development standards be met, such as requirements for public access and view corridors.

The Central Waterfront planning area encompasses three of the 11 shoreline environments established in the SSMP, including the Urban Harborfront environment from Pier 48 to Pier 70, the Conservancy Management environment immediately to the north where Myrtle Edwards Park is located, and the Urban Industrial environment south of Pier 48. The combinations of land use districts and shoreline districts that apply in the Central Waterfront planning area are summarized below.

- **Urban Harborfront (UH) Shoreline Environment and Downtown Harborfront 1 (DH1) Zone**

Regulations of the Urban Harborfront shoreline environment and the corresponding Downtown Harborfront 1 base zone support policy objectives to reinforce the existing physical form and character of the shoreline area extending northward from S. Jackson Street to Bay Street.

Intent. The UH Environment encourages economically viable water-dependent uses to meet the needs of waterborne commerce, facilitate the revitalization of the Downtown waterfront, provide opportunities for public access and recreational enjoyment of the shoreline, preserve and enhance elements of historic and cultural significance and preserve views of Elliott Bay and the land forms beyond.

Use.

- Other than water-dependent uses, permitted uses include retail, restaurants, offices above wharf level, and parks.
- Residential and hotel uses are prohibited.
- Principal use parking is prohibited; but accessory parking for water-dependent or water related uses is allowed.

Height. Heights are 45', except in the Historic Character Area where they are 50'. South of the Historic Character Area, heights may be increased up to 60' or 75'

under specified conditions as an incentive for development to include major water-dependent uses.

View Corridors. Unobstructed view corridors allowing views of the water and mountains must be provided: a minimum of 30 percent of the lot width measured at Alaskan Way; oriented parallel to direction of piers; may be split into two sections, each a minimum of 20'.

Lot Coverage. 50 percent. New fill is essentially prohibited by code; new overwater coverage possible under code but heavily regulated by environmental agencies.

Moorage/Sideyard Setbacks. Piers must setback 50' from side lot lines to facilitate moorage. All developments must provide/allow for moorage - 18' apron required on sides and ends of piers

Public Access to the Shoreline.

- 15 percent of lot area or 5000 S.F., whichever is greater.
- 10' access walkway required on one side or pier and end of pier

Street-Level Uses/Façade Transparency. None required

Water-Dependent Incentive – Council Conditional Use. Allows an increase in height to 60' or 75' and an increase in lot coverage to 65 percent for major water-dependent uses

Historic Character Area. The area from Pier 54 to 59 is designated an area of historic character with certain prescriptions for maintaining the pier shed form and exterior appearance. At piers 54 – 59, the original transit shed exterior form has been generally maintained, although some alteration of the original structures has occurred. The Historic Character Area designation specifies the following:

- Landmarks Board review.
- Preserve linear form of piers, orientation of piers to Alaskan Way, gabled roof forms, heavy timber construction, no setback from Alaskan Way, preserve historic railing.

- **Urban Industrial (UI) Shoreline Environment and General Industrial 1 (IG 1) Zone**

The southernmost portion of the Central Waterfront planning area west of Alaskan Way is zoned General Industrial 1 (IG-1), with the shoreline portion of this area subject to the provisions of the Urban Industrial (UI) shoreline environment.

The UI Environment promotes efficient use of industrial shorelines by major cargo facilities and other water-dependent and water-related industrial uses. Views are secondary to industrial development and public access is provided mainly on public lands or in conformance with an area-wide Public Access Plan.

Use.

- *Permitted Uses.* Water-dependent and water-related uses are allowed, such as cargo terminals and passenger terminals, and shoreline recreation uses, as well as research and development laboratories, wholesale showrooms, warehouse and outdoor storage areas (except mini-warehouses in the Greater Duwamish Manufacturing and Industrial Center). A wide range of non-water dependent commercial uses are permitted as conditional uses.
- *Prohibited Uses.* Residential and hotel uses and eating and drinking establishments are prohibited; principal use parking is prohibited; parking accessory to water-dependent or water related uses is allowed.
- *Permitted Uses on Upland Lots.* In addition to uses permitted on waterfront lots, all commercial uses, open space uses, vocational and fine arts schools, and salvage and recycling uses are allowed on upland lots. However, these uses would be subject to the restrictions of the underlying IG-1 zoning.

Height. Heights are 35', with exceptions allowed for cranes, mobile conveyers, and similar equipment necessary for the function of water dependent uses, and structures accessory to water dependent uses may be authorized by the Director up to 80.'

View Corridors. Unobstructed view corridors a minimum of 35 percent of the lot width must be provided on all waterfront lots developed with a nonwater-dependent use or a mix of water-dependent or water-related uses and nonwater-dependent uses if the water-dependent or water-related use occupies more than 50 percent of the dry-land portion of the lot. The view corridor must be maintained through the non-shoreline portion of the lot, but the required width is reduced to one-half the width required for the shoreline portion.

Lot Coverage. Up to 100 percent.

Moorage/Sideyard Setbacks. All nonwater-dependent uses including accessory structures and use must setback 60' from the water's edge on waterfront lots. The setback area must be accessible directly from the street or a driveway. Additional development standards may apply to ensure water-related uses are designed and located to ensure efficient use of the shoreline.

Public Access to the Shoreline. 10' access walkway required on all publicly owned or publicly controlled waterfront lots; public access on privately owned waterfront lots is limited to marinas, yacht, boat, and beach clubs, and nonwater-dependent developments.

Street-Level Uses/Façade Transparency. None required

- **Conservancy Management Shoreline Environment and Industrial Commercial 45' Zone**

Applies to the northern portion of the Central Waterfront west of Alaskan Way, extending north of Bay Street as far as W. Harrison Street. A large portion of the waterfront area is occupied by Myrtle Edwards Park.

Intent. The CM Environment is intended to conserve and manage areas for public purposes, recreational activities and fish migration routes. While the natural environment is not to be maintained in a pure state, adverse impacts to natural beaches, migratory fish routes and the surrounding community are to be minimized.

Use.

- *Permitted Uses.* Utility lines and shoreline recreation uses are permitted outright; a wide range of water-dependent/related uses may be authorized by the Director, including water-dependent passenger terminals and water dependent or water-related institutions; shoreline protective structures.
- *Prohibited Uses.* Residential and lodging, and most commercial uses are prohibited; principal use parking is prohibited;
- *Uses on Upland Lots.* In addition to uses permitted on waterfront lots, open space uses and institutional uses are permitted. All uses prohibited on waterfront lots are prohibited on upland lots.

Height. The portion of the IC zone in the CM shoreline environment has a 45 foot height limit, although on waterfront lots the shoreline provisions would supercede and limit height to 30 feet, with exceptions allowed for cranes, mobile conveyers, and similar equipment necessary for the function of water dependent uses. For upland lots, heights may be increased to 65 feet as a special exception if provisions are made for view corridors allowing views from Elliott Avenue towards Puget Sound.

View Corridors. Unobstructed view corridors must be provided on all waterfront lots equal to 35 percent of the lot width, with a minimum width of 30 feet.

Lot Coverage. 35 percent.

Public Access to the Shoreline. 10' access walkway required on all publicly owned or publicly controlled waterfront lots; public access on privately owned waterfront lots is limited to marinas, yacht, boat, and beach clubs, and nonwater-dependent developments.

Street-Level Uses/Façade Transparency. None required

Urban Harborfront (UH) Shoreline Environment & Downtown Harborfront (DH1) Zone	Urban Industrial (UI) Shoreline Environment & General Industrial 1 (IG1) Zone	Conservancy Management (CM) Shoreline Environment & Industrial Commercial (IC) 45' Zone
Location <ul style="list-style-type: none"> Central waterfront from S. Jackson St. north to Bay St. 	Location <ul style="list-style-type: none"> Southern waterfront, south of S. Jackson St. to W. Seattle. 	Location <ul style="list-style-type: none"> North of Downtown, Bay St. to W. Harrison St.
Intent of UH Environment <ul style="list-style-type: none"> Water-dependent uses related to waterborne commerce. Waterfront revitalization. Reinforce the existing form and character. Public access. Recreational enjoyment. Preserve historic/cultural features and views. 	Intent of UI Environment <ul style="list-style-type: none"> Efficient use of industrial shorelines by major cargo facilities and other water-dependent or related industrial uses. 	Intent of CM Environment <ul style="list-style-type: none"> Conserve and manage areas for public purposes, recreational activities and fish migration routes.
Uses The DH1 zone & UH environment jointly allow: <ul style="list-style-type: none"> Wide variety of water-dependent uses. Retail, restaurants. Offices (above wharf level). Parks. Prohibited uses: <ul style="list-style-type: none"> Residential uses. Hotels. Principal-use parking. Historic character area: <ul style="list-style-type: none"> Area includes Piers 54 - 59. Landmarks Board review. Preserve linear form of piers, gabled roof forms, heavy timber construction, orientation to street. Water-Dependent Incentive: <ul style="list-style-type: none"> Council conditional use. Allows increase in height to 60' or 75' and increase in lot coverage to 65% for major water-dependent use. 	Uses The IG1 zone: <ul style="list-style-type: none"> Allows the most intensive industrial and manufacturing uses in the city. Has the greatest restrictions on non-industrial uses such as retail and residential uses. The UI environment allows outright: <ul style="list-style-type: none"> Cargo terminals. Passenger terminals. Research/development labs. Warehouses/outdoor storage. Wholesale showrooms. Shoreline recreation uses. Conditional uses: <ul style="list-style-type: none"> Wide variety of non-water dependent uses. 	Uses The IC zone allows: <ul style="list-style-type: none"> A range of manufacturing uses. Less intensive industrial activity than IG zones. The CM environment allows outright: <ul style="list-style-type: none"> Utility lines. Shoreline recreation uses. Conditional uses: <ul style="list-style-type: none"> Wide variety of water-dependent and related uses, including passenger terminals, institutions. Shoreline-protective structures.

Urban Harborfront (UH) Shoreline Environment & Downtown Harborfront (DH1) Zone	Urban Industrial (UI) Shoreline Environment & General Industrial 1 (IG1) Zone	Conservancy Management (CM) Shoreline Environment & Industrial Commercial (IC) 45' Zone
Height <ul style="list-style-type: none"> • 45', except: • 50' in Historic Character Area. • South of Historic Character Area increases to 60' or 75' allowed through water-dependent incentive. 	Height <ul style="list-style-type: none"> • 35' • Exceptions for equipment necessary for function of water-dependent uses. • Director may authorize increase to 80' for structures accessory to water-dependent use. 	Height <ul style="list-style-type: none"> • 30' • Exceptions for equipment necessary for function of water-dependent uses. • Increases allowed up to 65' on upland lot as special exception if view corridors provided from Elliott Avenue towards Puget Sound.
Lot Coverage <ul style="list-style-type: none"> • 50% 	Lot Coverage <ul style="list-style-type: none"> • 100% 	Lot Coverage <ul style="list-style-type: none"> • 35%
View Corridors <ul style="list-style-type: none"> • 30% of lot width measured at Alaskan Way oriented parallel to direction of piers; may be split in two sections, each with minimum width of 20'. 	View Corridors <ul style="list-style-type: none"> • 35% of lot width for lots developed with non water-dependent uses, or mix of non water-dependent and water dependent use. • View corridor must be maintained across non shoreline portion of lot, but only at half the width. 	View Corridors <ul style="list-style-type: none"> • 35% of lot width on all waterfront lots, with minimum width of 30'.
Public Access <ul style="list-style-type: none"> • 15% lot area or 5,000 sq. ft. • 10' access walkway required on one side and end of pier. 	Public Access <ul style="list-style-type: none"> • 10' access walkway required on publicly owned/controlled waterfront lots. • Public access on private lots limited to marinas, yacht, boat and beach clubs and non water-dependent uses. 	Public Access <ul style="list-style-type: none"> • 10' access walkway required on publicly owned/controlled waterfront lots. • Public access on private lots limited to marinas, yacht, boat and beach clubs and non water-dependent uses.
Moorage/Sideyard Setbacks <ul style="list-style-type: none"> • 50' setback from side lot lines required for moorage. • 18' apron required on sides and ends of piers. 	Moorage/Sideyard Setbacks <ul style="list-style-type: none"> • Non water-dependent uses must setback 60' from water's edge on waterfront lots. 	Moorage/Sideyard Setbacks

Figure 5. Shoreline Zoning Summary Chart

Special Districts and Overlay Areas

• Pike Place Market Historical District

Location. Area between the Alaskan Way Viaduct and 1st Ave. from Virginia Street on the north and the mid-block of Pike and Union Streets on the south.

Intent. Preserve area's historic character and implement Pike Place Market Urban Renewal Plan.

Uses. Uses determined by Pike Place Market Historical Commission. Some prohibited uses include manufacturing and industrial uses, outdoor storage, drive-in businesses

Height. Established in Pike Place Market Urban Renewal Plan.

Density. 7 FAR maximum, but limits established for individual sites in Place Market Urban Renewal Plan.

Height/Development Standards. Established in Urban Renewal Plan

- **Pioneer Square Preservation District**

Location. The southern portion of the Central Waterfront planning area east of Alaskan Way/Railroad Way and 1st Avenue S. is within the Pioneer Square Historic District.

Intent. Preserve historic character of the area and comply with federal and state requirements within an adopted historic district.

Uses. Uses permitted unless specifically prohibited; prohibited uses include auto-oriented commercial uses

Height.

- Maximum limits are 100' to 120', but in 100' area determined by height of adjacent structures.
- Minimum height of 50'

Development Standards.

- Street level use requires approval
- Limits of street level setbacks

Development Density. Established by height limit.

- **Stadium Transition Area Overlay District**

Location. The Stadium Transition Area extends south of the Pioneer Square Preservation District, with the southernmost portion extending as far as S. Holgate Street. Generally the area is between Alaskan Way on the west and the Burlington Northern Railroad right-of-way on the west and

Intent. Promote uses complementary to the large sports facilities of Safeco Field and Seahawks Stadium. Contribute to a safer pedestrian environment and permit a mix of uses supporting desired pedestrian-oriented character of the area and adjacent industrial zone, while minimizing conflicts with industrial uses.

Uses. Allows a mix of uses, including office development, to encourage redevelopment, create a pedestrian-friendly streetscape, and maintain the health and vibrancy of the areas when sports facilities are not in operation. Heavier

manufacturing and industrial uses and principal use parking continue to be permitted in existing buildings. Residential use and hotels are prohibited. Limits on commercial uses discourage encroachment of more intensive uses on nearby industrial uses to the south.

Height. Maximum height limits of 65 feet north of S. Atlantic Street and 85 feet to the south; spectator sports facilities exempt. Parking garages accessory to sports facilities north of S. Royal Brougham Way may exceed the height limit up to 130 feet with conditional review and approval

Development Density. A maximum floor area ratio of 3.0 FAR for all uses applies, and in the area north of S. Atlantic Street, the first 75,000 square feet of street level retail uses are exempt from this limit. Size of use limits established by the underlying zoning continue to apply; which, in the IC zone is 75,000 square feet for most retail sales and service uses.

Development Standards. Development standards include:

- Screening and street frontage limits for accessory parking and outdoor storage.
- Limits on curbcuts on certain north/south streets in a specified sub-area.

For an area north of S. Atlantic Street, the following additional standards apply to specified street frontage:

- Minimum façade height of 25 feet.
- Limits on façade setbacks.
- Restrictions on the location of outdoor fuel service areas.
- Screening and landscaping.
- Blank façade and transparency requirements.
- Location of principal pedestrian entrances.

Design Review

- **Shoreline Design Review**

In addition to the development standards established in the Code, the Director of DCLU may require development by a public agency or on public property not reviewed by the Design Commission to be reviewed for visual design quality.

- **Design Review**

Except in the Special Review Districts and industrial zones, development in Downtown zones exceeding specified thresholds is subject to design review. In industrial zones within the Stadium Transition Area Overlay District, development exceeding a specified width dimension is also subject to design review.

Historic and Cultural Preservation

The regulatory framework that the City of Seattle adopted relating to historic preservation, per the Seattle Landmarks Ordinance (SMC 25.12), provides a means of evaluating the significance of cultural and archaeological resources. In addition, resources within the Pioneer Square Historic District (SMC 23.66) are identified and protected by the Seattle Landmarks Preservation Ordinance.

The National Historic preservation Act and Washington state law (RCW 27.43, Archaeological and Historic Preservation) establish the National and State Registers of Historic Places.

Landmark Designations. The Washington Street Boat Landing shelter, which includes a 19th century-style pergola, is listed on the National Register of Historic Places and has been designated by the State Office of Archaeology and Historic Preservation as having state historic significance. The shelter was first erected in 1920 to the southeast of the present site.

Most of the remaining waterfront piers were built between 1896 and 1930. Only one of the waterfront's piers, Pier 59 (Seattle Aquarium), is designated a historic landmark structure, and many pier sheds have undergone substantial alterations since their construction. The Harbor Patrol Station is within the Pioneer Square Historic District and is on the national register. Other historic elements along the waterfront include the concrete balustrades or railings between the piers and various markers commemorating historic events in the history of Elliott Bay.

Numerous structures in the upland portion of the study area are designated Seattle Landmarks. A list of these structures is included in the Land Use section of this Background Report.

SEPA

General SEPA Perspective

The following is a broad perspective on SEPA review as it relates to waterfront and viaduct planning.

SEPA review for a highway/roads project that would replace the Alaskan Way Viaduct would likely need to evaluate the following topics:

- **Earth and Water.** The nature of soils and hydrological conditions along waterfront transportation routes is a fundamental topic of interest. Alternative solutions may vary according to amount of soil disturbance, seismic risks, amount of grading/excavation, and relationship to Elliott Bay shorelines and ecology.
- **Fisheries.** The relationship of seawall construction to shoreline and nearshore habitats for salmon and other fish and marine life is of interest.

- **Noise.** Given the detrimental effects of existing noise from the viaduct on the waterfront, the contributions of transportation alternatives to ambient noise is a primary topic of interest.
- **Land Use.** Topics of interest include height/bulk/scale relationships of transportation alternatives to the surrounding context, and consistency with the established land use plans and policies of the City.
- **Transportation.** This is a primary topic of interest, in that transportation alternatives may have significantly different impact implications for the road network, in terms of volumes, levels of service, network connectivity and relationship to multimodal needs.
- **Public Utilities/Services.** Transportation projects may have impact implications on utilities and services such as water and sewer systems and fire/emergency services.
- **Construction Impacts.** Transportation and seawall alternatives may have different impact implications with respect to their impacts on surroundings during construction.
- **Views.** Protecting views, including along defined view corridors, scenic routes and viewpoints, is a topic of much interest. However, the scope should be carefully defined according to the narrowly drawn limits in the SEPA regulations.
- **Shadows.** Similar to the view topic, scopes for shadow impacts should be carefully defined according to the limits in the SEPA regulations. Shadow impacts on public open spaces would be of interest.
- **Air Quality.** The transportation alternatives may have different impact implications with respect to air quality, which could affect the health and quality of the waterfront environments.

SEPA View Protection

Seattle's environmental legislation, Seattle Municipal Code, Chapter 25.05, Environmental Protection (SEPA), establishes the ability for the City to require alteration of a project to mitigate negative effects on public views or vistas. SEPA authority with regard to view protection is addressed Section 25.05.675 P.

The policy for view protection is divided into two parts. The first addresses views from locations identified in an attachment to the section, which are protected to the extent that measures can be taken to address the impact of new development that could obscure views of natural features or the downtown skyline. These locations include specified public viewpoints, which are generally public parks, and scenic routes. The second part addresses circumstances where views of certain designated City landmarks meeting a particular criterion related to their visual prominence would be obscured, essentially from any public place.

- **Scenic Viewpoints.** Within the study area, Victor Steinbrueck Park, Waterfront Park, and Myrtle Edwards Park are identified in SEPA as protected viewpoints.

- **Scenic Routes.** Within the study area, the Alaskan Viaduct and surface street, Elliott Avenue, Denny Way, S. Yesler Way, S. Jackson Street, and portions of S. Royal Brougham Way are designated scenic routes under SEPA.
- **View-Protected Landmarks.** Among the view-protected landmarks, 14 are located within or on the immediate edge of the study area, including the Barnes Building, Bell Building, Hull Building, and Guiry Hotel in Belltown; the Terminal Sales Building, Hoge Building, Exchange Building, Lyon Building, Coleman Building, Hotel Cecil/Beebe Building, Globe Building, National Building, and Grand Pacific/Colonial Hotel in the Commercial Core; and the Smith Tower in Pioneer Square.

Submerged Street Areas

In general, a submerged street area is similar to a surface street, in terms of ability to obtain permits from the City for its use. The primary difference is that with submerged streets, the City reviews the permit to be sure that access to adjoining properties is not adversely affected by allowing one party to use a submerged street area. The City will typically want proof that adjacent property owners have been contacted, and that they do not oppose issuance of the street use permit.

In addition to vacating a submerged street area (which is heavily regulated under both State law and City ordinances), there are two other means to obtain City permission to occupy the submerged street area. The first is through a street use permit obtained from the Seattle Department of Transportation. An example of this is the street use permits obtained by the Port of Seattle for fendering and boat moorage on the submerged Battery Street right-of-way at the north margin of Pier 66.

The second form of permission is a “term permit” which is used when the physical improvements are more substantial and permanent than those typically authorized under a street use permit. A “term permit” is in the form of an ordinance passed by the Seattle City Council which sets a term of years for occupancy of the right-of-way (typically 10 years, but have been negotiated up to 50 years for several public projects) and annual payment based on a fee schedule.

State Harbor Lines

The Washington State Constitution (Art. XV,1) mandates the establishment and location of harbor lines in the state's navigable waters. The area located within the harbor lines is known as the harbor area (RCW 79.90.020) and the area lying beyond the outer harbor line is known as the beds of navigable waters (RCW 79.90.050). Harbor Areas are determined by the State Harbor Lines Commission with the establishment of inner and outer harbor lines. Within Puget Sound, inner and outer harbor lines have been established, and all the areas of Elliott Bay are affected by State Harbor Lines. Development within the harbor area and beds of navigable waters is subject to federal, state, and local regulations.

Between Inner and Outer Harbor Line

All piers between the inner and outer harbor lines are built on land leased from the State Department of Natural Resources (DNR). DNR has its own policies that dictate what development can occur. The area that falls between these two lines is the State Harbor Area, which “shall be forever reserved for landings, wharves, streets, and other conveniences of navigation and commerce.” (RCW 79.01.44, and State Constitution, Article XV). Therefore, this area may be leased but not sold. The sale or leasing of area beyond the outer harbor line is prohibited.

Harbor Areas are regulated by DNR, and harbor areas can be leased through DNR for uses which are consistent with constitutional limits. Under current DNR leasing regulations, water-dependent uses are allowed leases of up to 30 years. Non water-dependent uses are permitted only with shorter leases. An interim use category was recently established which includes all uses other than housing, water-dependent and water-oriented commerce and public access facilities, to provide more flexible lease terms based on an analysis of the space needs of water-dependent commerce.

The location of the inner harbor line on the pier affects the development of the pier because of DNR leasing policies. The major portions of Piers 51, 52-53, 54 and 55 are over First Class Tidelands; that is, between the point of ordinary high tide and the inner harbor line. Most of Piers 56 and 57 are in the Harbor Area, between the inner and outer harbor lines. From Pier 59 to 69, all of the pier structures are within the Harbor Area, since the inner harbor line corresponds with the Alaskan Way Seawall. Pier 70 has very minor portions of the pier structure over tidelands. To the south, the outer harbor line was moved in the 1970's and much of the area between the harbor lines was filled to create Terminal 46. Further use and development within the Harbor Area would need to be consistent with any DNR regulations and leases, as existing or negotiated.

Beyond the Outer Harbor Line

Activities in the area beyond the outer harbor line, the beds of navigable waters, are subject to requirements in the State Constitution, statutes, and regulations. The State Constitution prohibits the sale or leasing of areas within the beds of navigable water to any private person, corporation or association. Wash. Const. Art. XX, 1. However, there is no limitation regarding the sale or leasing of such areas to governmental entities and RCW 79.95 provides guidelines for leasing such areas.

Additionally, there is no absolute prohibition regarding development in the beds of navigable waters. However, a regulation promulgated by the Department of Natural Resources regarding the location of piers specifies that “piers within harbor areas will be authorized as needed to serve the needs of commerce and navigation but may not extend beyond the outer harbor line.” (WAC 332-30-142). Although the term “piers” is not defined in any state statutes or regulations, the term “terminal” has been defined as “a point of interchange between land and water carriers, such as a pier, wharf, or group of such equipped with facilities for care and handling of cargo and/or passengers. RCW 79.90.465; WAC 332-30-106.

Acknowledgements

Greg Nickels, Mayor of Seattle

Seattle City Council

Peter Steinbrueck, President
Jim Compton
Richard Conlin
Jan Drago
Nick Licata
Richard McIver
Judy Nicastro
Margaret Pageler
Heidi Wills

Department of Planning and Development (DPD)

Diane Sugimura, Director
Gordon Clowers
Marty Curry
Margaret Glowacki
Tom Hauger
Alan Justad
Miles Mayhew
Jennifer Pettyjohn
Carol Proud
John Skelton
Barbara E. Wilson

DPD/City Design

John Rahaim, Executive Director
Lyle Bicknell
Layne Cubell
Kathy Dockins
Markus Eng
Brad Gassman
Catherine Maggio
Dennis Meier, Lead Author
Anna O'Connell
Robert Scully
Cheryl Sizov

Department of Transportation (SDOT)

Bob Chandler
Steve Pearce
Ann Sutphin

Department of Neighborhoods (DON)

John Eskelin

Seattle Public Utilities (SPU)

Judith Noble

Port of Seattle

Melinda Miller
Stephanie Jones
Tom Tierney

Seattle Design Commission

Don Royse, Chair
Laura Ballock
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Jack Mackie
Cary Moon
Iain Robertson
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David Spiker
Sharon Sutton
Tory Laughlin Taylor

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Denise Lathrop
Joe Quintana
Stephen Sheehy
Mimi Sheridan
Darryl Smith
Anthony To
Paul Tomita

Booklet Formatting

MAKERS architecture and urban design

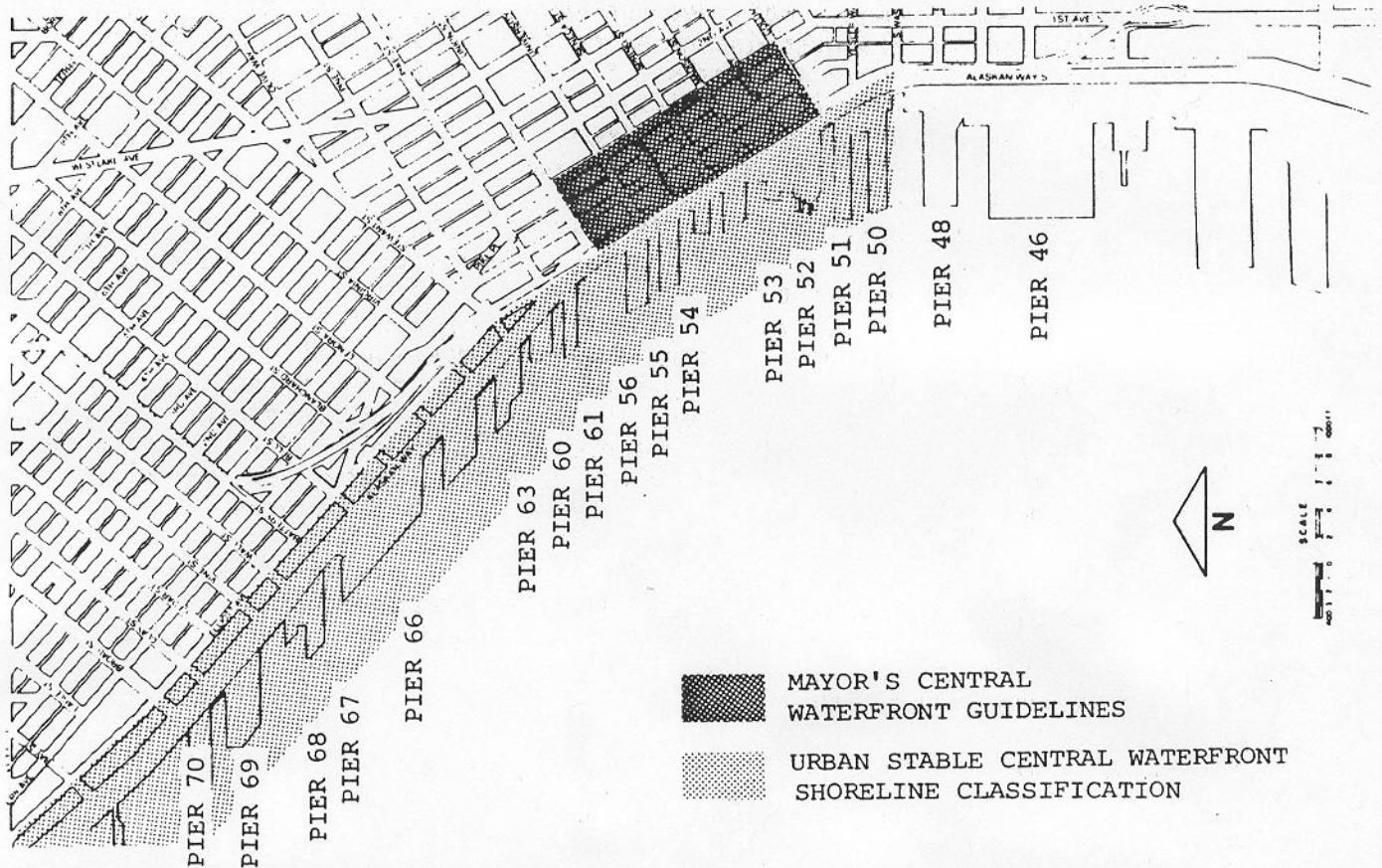
Appendix

Early Plans and Concepts for the Central Waterfront

From: *Catalog of Land Use Plans and Policies in Downtown Seattle*, Office of Policy and Evaluation, January 1981.

DOWNTOWN WATERFRONT

The downtown waterfront has been the focus of a number of plans in recent years. Ironically, attention to the waterfront and its immediate surroundings follows a period of neglect which saw the construction of the Alaskan Way Viaduct. During this time, many felt the waterfront was an area of little importance, separate from the rest of downtown. No efforts were made to realize the benefits of the close relationship between the downtown and its waterfront. With the Rockrise report in the early seventies, the waterfront began to be viewed as a valuable resource for tourism and commerce as well as a very important feature of Seattle's image.



The plans discussed here cover different portions of the downtown waterfront. An important distinction exists between the Shoreline Master Program's definition of the Central Waterfront and the Central Waterfront as defined by the Mayor's Central Waterfront Guidelines. The Shoreline Master Program defines the Central Waterfront as the entire downtown shoreline running south from Pier 71 (Bay Street) to Pier 49 (South Washington Street), including all piers and the area upland from the piers within 200 feet of the shoreline. Plans for the waterfront promenade and streetcar apply to this definition of the Central Waterfront and extend north and south to Myrtle Edwards Park and Pier 48, respectively. The Mayor's Central Waterfront Guidelines apply only to the upland portion of the waterfront between Alaskan Way and First Avenue from Union to Columbia streets. The Rockrise report only covered the area from Pier 65 south to Pier 48.

The Rockrise report, Seattle Central Waterfront: 1968-1971, presented a comprehensive vision for the waterfront emphasizing pedestrian use and centered around a major park, supported by a new aquarium and a large concessions center for

restaurants, shops and other commercial/recreational uses. Other Rockrise proposals included a major commercial development upland from the park, a mixed residential/office/hotel/water-related industrial development north of the park below Pike Market, the Princess Cruise Ship Lines Terminal relocated to just north of the park, and various retail uses in existing pier sheds.

Vehicular access to the waterfront was to remain unchanged. Rockrise contended that instead of expanding vehicular capacity, greater emphasis should be placed on public transportation. Waterfront parking was considered to be adequate, but its use should be reserved for waterfront visitors rather than downtown workers.

Pedestrian access to the waterfront has been a major topic in every plan. The Rockrise report recommended that some east-west streets (Pike, University, Spring and Marion) be designated as pedestrian gateways to the waterfront. The Seattle Waterfront Streetcar study and the Alaskan Way Seawall and Promenade Guideplan (1979) recommend locating trolley stops and crosswalk improvements at these same streets. Several plans have proposed a pedestrian promenade for the entire length of the waterfront along the seawall.

The Seattle Shoreline Master Program (SMP, 1976), the principal City policy affecting development along the downtown waterfront, classifies Seattle's shorelines by type of development permitted. Urban stable, the classification for the downtown waterfront, encourages a compatible mix of uses designed to maintain the character of the area by strengthening water-oriented tourist uses, water-dependent uses, and Seattle's historic marine orientation. Principal use parking and residences are prohibited along the Central Waterfront because the SMP seeks to reserve the shoreline for water-related uses and activities which offer public benefits. The area south of the Central Waterfront is designated urban development to allow water-dependent industry and commerce.

The Rockrise report recommended reinforcing downtown's visual tie to the waterfront by limiting the height of upland development to create a gradual increase in scale from the waterfront to the heart of the highrise CBD. The idea was to orient people to the water, to maintain the magnificent views from Seattle's streets to the water, to protect the views out over the water from upland buildings, and to reinforce the topography of downtown. The Rockrise recommendations were never translated into zoning. In 1979, the Central Waterfront began to experience pressures for new development, but it remained zoned manufacturing, for which there was little demand. The Mayor's Guidelines for the Central Waterfront (1979) established administrative guidelines for rezoning the upland portion of the Central Waterfront. The guidelines permit a mix of residential and commercial uses in keeping with activities planned for the Shoreline and the Rockrise concept for heights. Incentives are given to rehabilitate older structures reflective of Seattle's past. The guidelines require improvements to the pedestrian environment.

Upland development to the north and south of the Central Waterfront is tightly controlled through special review and historic districts in Pike Place and Pioneer Square. The one exception is the bluff portion of the Denny Regrade between First Avenue and Alaskan Way for which no special provisions are made. The Regrade bluff is discussed in the Denny Regrade section of this paper.

The Washington State Department of Transportation plans to expand the existing ferry terminal at Piers 52 and 53 to include Piers 50 and 51. The Seattle Ferry Terminal Draft Design Report (1980) recommends a site plan as well as a circulation pattern. Vehicular access is primarily from the south in order to avoid conflicts with CBD circulation and transit. The vehicle holding capacity of the terminal would be doubled.

SEATTLE CENTRAL WATERFRONT:
A COMPREHENSIVE PLAN FOR ITS FUTURE DEVELOPMENT.

Rockrise, Odermatt, Mountjoy, Amls,
consultants, and Seattle Department of
Community Development. (1971)

Purpose:

- o define the boundaries of a waterfront park and establish its character
- o establish park as focal point for redevelopment of the waterfront and its environs
- o use park to tie waterfront together with Pike Place Project to the north and Pioneer Square Historic District to the south
- o strengthen links to CBD

Guidelines and/or Recommendations:

A. Waterfront Park

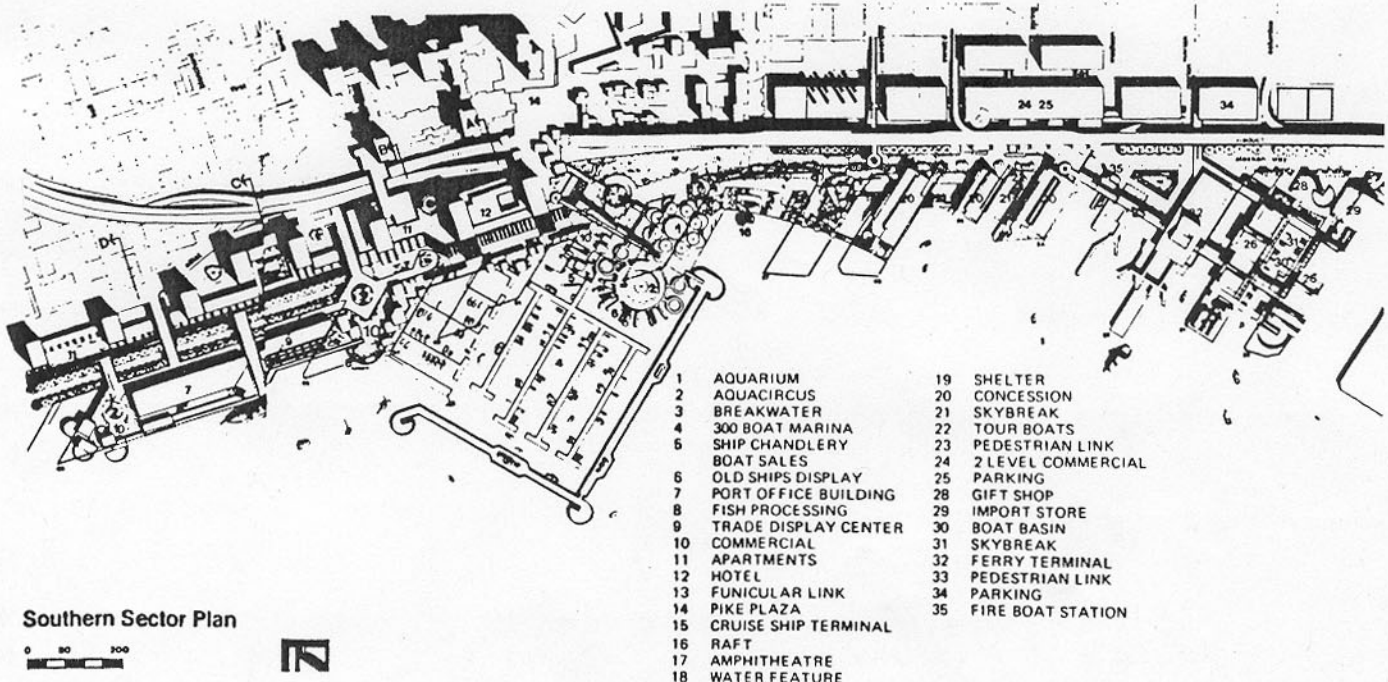
- o park should extend from Pier 61 on north to Pier 55 on south (total 16.177 acres)
- o 1800 foot promenade along Alaskan Way
- o 750 foot esplanade over water from Pier 59 to Pier 56
- o focal point is plaza between promenade and esplanade featuring large earth and masonry bank for lounging and children's play
- o floating dock and multi-use amphitheatre included in plaza

B. Immediate Park Surroundings

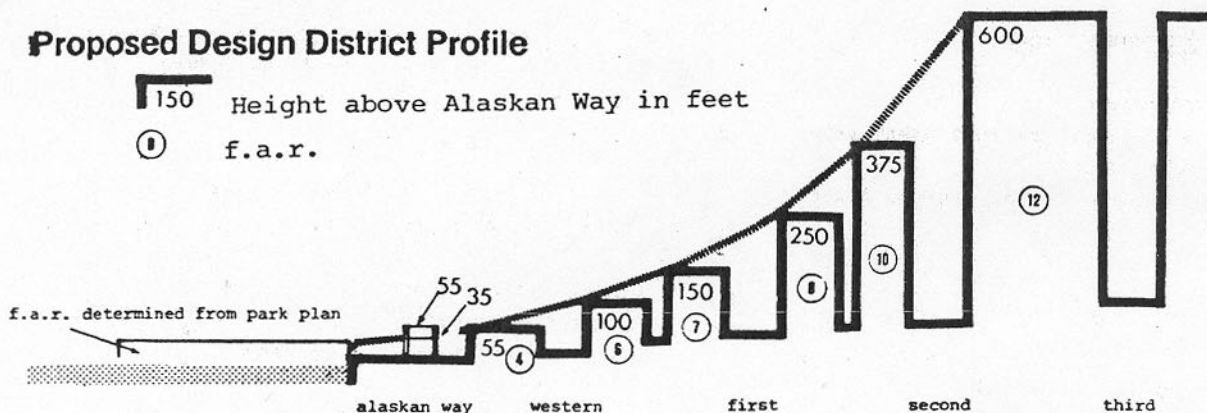
- o concessions center anchors park on south (Piers 54, 55, 56)
- o aquacenter, anchoring park on north, to consist of viewing aquarium and aquacircus (marine life performances)
- o floating breakwater with marina for between 300-700 boats located between Piers 58-64 adjacent to Park
- o multi-purpose commercial center to be located under and east of Viaduct across from piers 54 and 55 (blocks bounded by Seneca, Western, Madison and Alaskan Way)
- o access to park to remain as is
- o existing parking for 5,000 cars adequate but will be reserved exclusively for Central Waterfront users (not CBD workers)
- o circulation emphasis upon public transportation through installation of waterfront shuttlebus
- o moving walkway/ramp pedestrian system connecting waterfront with CBD

C. Areas Adjacent to Waterfront

- o designate central sector of waterfront (bounded by Union, Second, Yesler and Post) as a special design district
 1. height restrictions to provide gradual increase from shoreline to heart of office district



Proposed Design District Profile



2. bulk restrictions to provide gradual increase to preserve water views
3. uses restricted to those allowed within Metropolitan Commercial (CM) zoning
- o northern sector of waterfront (Piers 64-66 and inland north of Union Street between Pike Plaza and Alaskan Way) to be redeveloped for business and residential use
 1. Piers 64-66 redeveloped to contain new ship terminal, fish processing plant, and trade display center
 2. inland portion potentially developed into a hotel, apartment, restaurant and public terraced complex situated on a parking garage base which spans existing circulation network

Status:

Rockrise study never officially adopted. However, some recommendations were incorporated into Mayor's Waterfront Guidelines, Seawall Study, and Waterfront Streetcar.

GUIDELINES FOR THE CENTRAL WATERFRONT DISTRICT

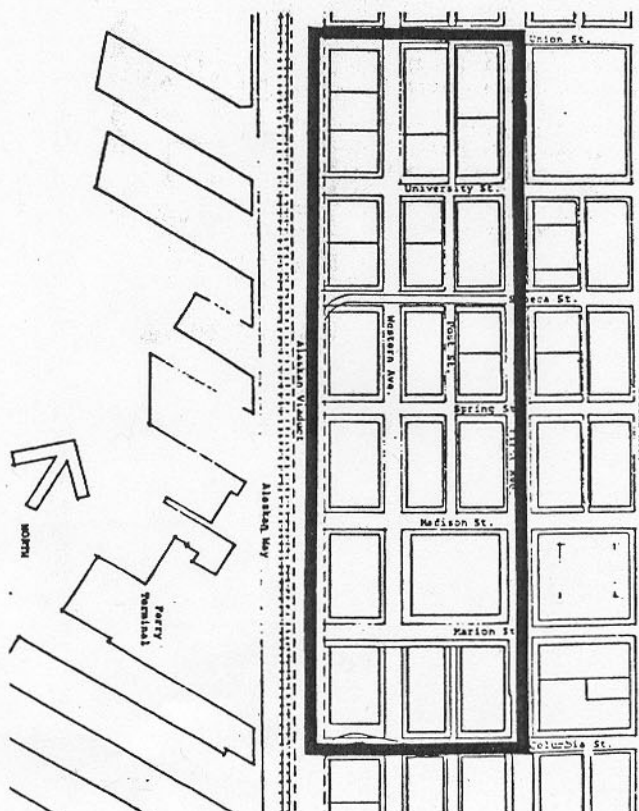
Seattle Office of Policy Planning, May 1979.

Purpose:

- A. Purpose of Guidelines
 - o an interim guide for evaluating contract rezone requests and other development proposals in the Central Waterfront District (hereafter CWD); to be replaced by the new downtown land use policies scheduled for 1981-1982
- B. Direction of Development in CWD
 - o housing and lower intensity offices with

related shops and services are preferred land uses because:

1. City has a goal to build housing downtown in close proximity to office core
 2. office bound commuter traffic undesirable across the CBD transit streets
- o retention and rehabilitation of older structures
 - o pleasurable and safe pedestrian environment linking CBD to waterfront
 - o height which reinforces the topography and form of downtown
 - o preserve views down east-west streets



Guidelines and/or Recommendations:

A. Use

- o residential preferred
- o office, shops and services consistent with residential preference
- o accessory parking permitted consistent with downtown parking policies

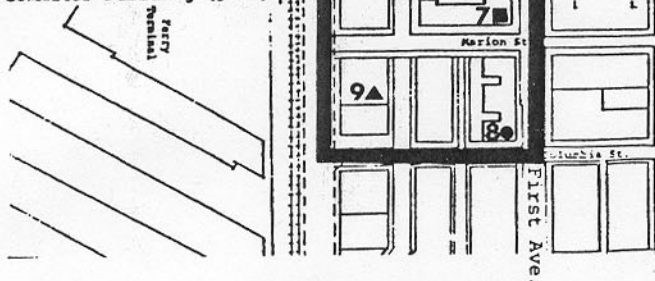
B. Height/bulk

- o new uses not to exceed 8 stories (80 feet) with 4-story bonus provided if owner agrees to retain and preserve an existing CWD building for a period of 20 years
- o total height with bonus not to exceed 116 feet above street level

LEGEND

- In process of being designated a Seattle Landmark
- Probably eligible for nomination as a City Landmark
- Nominated to the National Register
- ▲ Probably eligible for the City Register (in process of being developed)

- 1 Olympic Warehouse (1910)
- 2 Colonial (1906)
- 3 Grand Pacific (1900)
- 4 Arlington Hotel (1902)
- 5 1013 1st Avenue (1906)
- 6 Globe (1904)
- 7 Federal Building (1932)
- 8 Colman Building (1904)
- 9 Commuter Building (1904)



- o 20 foot setback above 55 foot elevation of Alaskan Way Viaduct required only on east-west streets to preserve upland views
- o 100% lot coverage permitted up to the 55 foot level in order to continue pattern of zero lot line buildings along the street

C. Street Level Uses

- o pedestrian-oriented uses required along First Avenue, University, Spring, Madison and Marion Streets

- o entrances to parking on north-south streets, not on pedestrian connections between waterfront and CBD

D. Street Level Uses and Skybridges

- o street vacations allowed on east-west streets and Post Alley provided that public access is preserved
- o skybridges can be built on north-south streets except Alaskan Way (which can be bridged at University Street, if necessary)
- o skybridges on east-west streets prohibited except at Seneca Street

Status:

Used by the Department of Construction and Land Use to evaluate development proposals in the CWD

SEATTLE SHORELINE MASTER PROGRAM

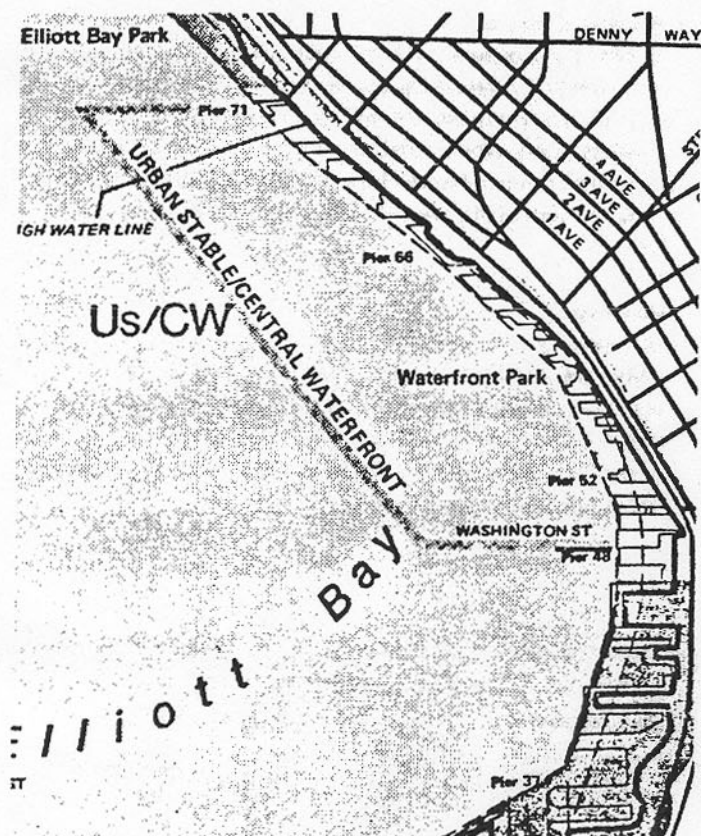
Department of Community Development, October 8, 1976, Adopted by the City Council as an amendment to the Comprehensive Plan of Seattle by Council Resolution 24419, February 2, 1974.

Purpose:

A. Purpose of the Shoreline Master Program

- o establish locationally compatible uses
- o priorities: first, natural areas/systems preservation; second, water dependent uses, and third, non-water dependent uses
- o Increase public access (both physical and visual) to the water
- o develop or redevelop transportation networks to minimize impacts upon shorelines
- o preserve, protect and restore shorelines important to wild and aquatic life
- o direct new development to shoreline areas in similar use
- o optimize shoreline recreation potential while preserving unique shoreline qualities
- o preserve significant historic or cultural shorelines
- o restore shorelines unsuitable for public/private use

B. Development Within the Urban Stable/Central Waterfront Shoreline Environment (between Pier 71 and Washington St. Boat Landing)



- o reinforce Seattle's historic marine orientation
- o strengthen water-oriented tourist uses
- o maintain water-dependent uses
- o preserve and enhance westward views

- C. Development South of the Central Waterfront (Piers 48 south)
- o water-dependent commerce and industry
 - o efficient use of space

Guidelines and/or Recommendations:

A. Land Use

- o permitted uses are subject to the guidelines of the underlying zoning
- o offices are permitted but limited in size (see C. below)
- o prohibited Central Waterfront shoreline uses (Pier 71 to Washington St. Boat Landing)
 1. residential use
 2. covered or stacked moorage
 3. marine construction, industrial and manufacturing uses
 4. principle use parking
 5. landfill and dredging
 6. outdoor advertising signs
 7. off-shore facilities

- o prohibited shoreline uses south of Central Waterfront (Piers 48 south)

1. residential uses, other than group homes
2. principal use parking
3. sanitary landfill (other landfill restricted)
4. offshore facilities

B. General Shoreline Bulk Regulations

Area	View Corridor	Lot Coverage	Height	
			On Land	Over Water
Central Waterfront	30%	50%	50'	50'
Pier 48 South	N/A	100%	N/A	N/A

View corridor refers to the percent of width of a lot (total) that must be left open to view out over the water.

- o gross floor area (FAR) in the Central Waterfront is limited to 2.0 times the lot area
- o FAR in the south waterfront area is 2.5

C. Special Central Waterfront Regulations

- o offices are held to a minimum, and are not to exceed 30% of gross floor area or 100,000 square feet, whichever is less
- o recreational and/or tourist-oriented businesses are permitted over the water
- o 15% or 5,000 square feet of the over-water portion of a structure shall be devoted to regulated public access
- o public marinas are permitted (Pier 48 south as well)
- o accessory parking requirements can be waived where off-street parking exists within 200 feet of development

D. Planned Unit Developments (PUD) along the Central Waterfront

- o Central Waterfront is the only shoreline where PUDs are allowed
- o minimum of 2 acres of which at least 50% is inside the inner harbor line is required for PUD
- o PUD allows bulk, use, and height to exceed what is otherwise allowed:
 1. hotels, motels, boatels are permitted as principal uses provided the use does not exceed 60% of the overall permitted gross floor area
 2. no development can exceed 100% of the lot area
 3. maximum FAR is 2.5
 4. 25% of the covered portions of the site or 5,000 square feet (whichever is greater) must be usable open space

5. public improvements oriented to the south and west to maximize views and sun
6. maximum height of base structures is 50 feet
7. base structure height can be increased to 85 feet when the horizontal bulk is reduced
8. maximum height of a tower is 150 feet (50 feet without PUD)
9. tower structure cannot exceed a gross floor area of 200,000 square feet

Status:

Shoreline Master Program has been officially adopted by the City Council and has been incorporated into the Seattle Zoning Code.

SEATTLE WATERFRONT STREETCAR

Tudor Engineering Company, Seattle Engineering Department, Dec. 20, 1979.

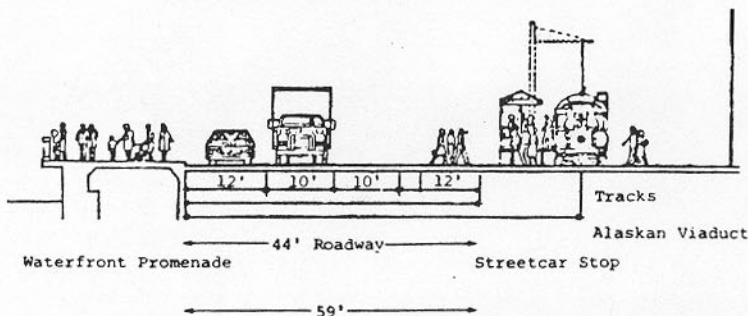
Purpose:

- o revive streetcar operation prominent in Seattle from 1884-1941
- o link waterfront with other downtown activity
- o design and construction consistent with character of Central Waterfront
- o enhance public enjoyment of waterfront
- o reduce traffic congestion along Alaskan Way

Guidelines and/or Recommendations:

A. Route

- o westernmost waterfront railroad tracks most feasible location running from Myrtle Edwards Park south to Washington St.



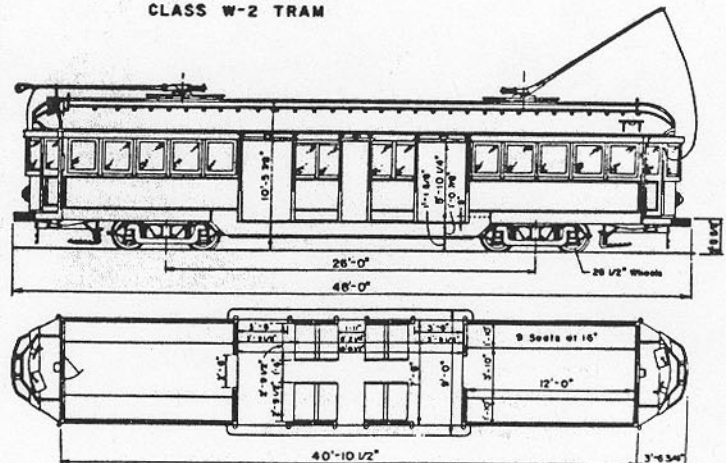
B. Proposed Stops

- o stops recommended for Broad, Wall, Pike, University, Marion and Washington Streets
- o two block minimum spacing between stops
- o streetcar stops similar to Metro bus shelters
- o storage barn to be located at City parking area north of Pier 70 serving Myrtle Edwards Park

C. Vehicles

- o 4 vehicles purchased by City from Melbourne Metropolitan Tramways Board in Australia
- o streetcars are overhead trolley-type built in Australia from 1927 on
- o seating capacity is 52 with standing capacity of 93 (145 maximum passenger load)

CLASS W-2 TRAM



D. Performance

- o travel time along waterfront will be about 10-15 minutes with 20 minute headway
- o two cars operating with one in reserve and fourth used as parts

Status:

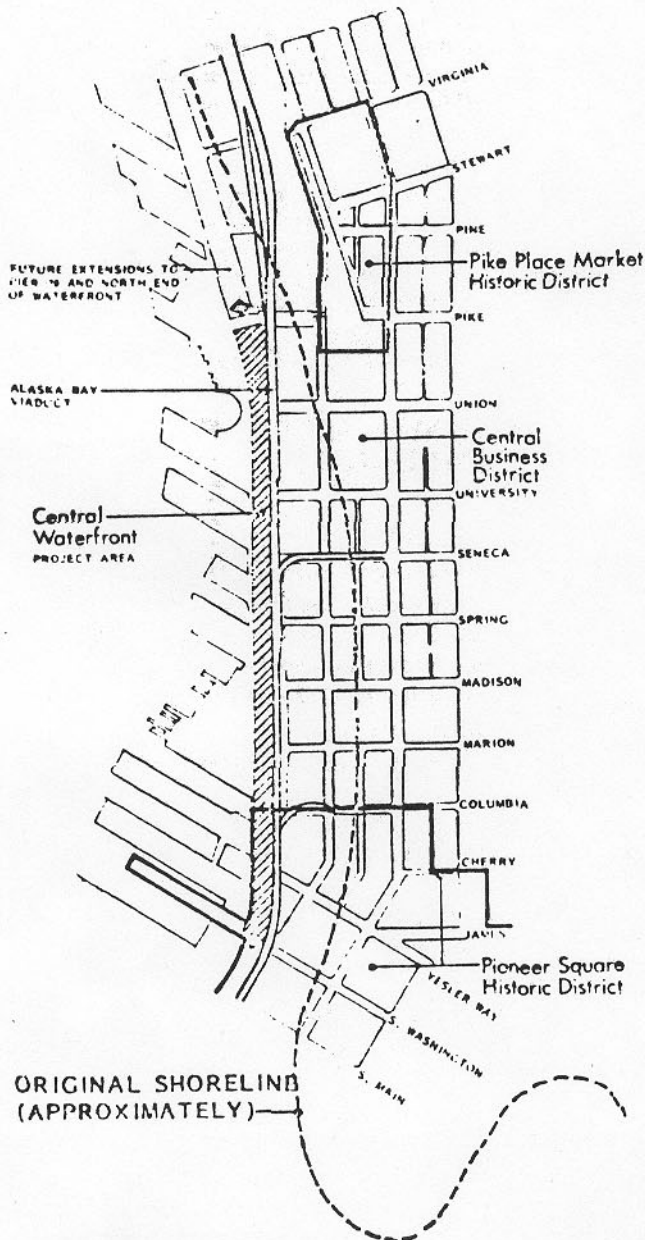
Funding uncertain.

ALASKAN WAY SEAWALL AND PROMENADE GUIDELPLAN:
SEATTLE CENTRAL WATERFRONT

Seattle Department of Engineering, Seattle Department of Community Development, and Makers Consultants, Oct. 30, 1979.

Purpose:

- A. Problems to be Addressed by Seawall Improvements
- o repair of gravity seawall and structural sidewalk between Piers 48 and 52
 - o access and pedestrian circulation
 - o clutter, confusion and noise
 - o parking and traffic
 - o declining private investment
 - o underutilization of waterfront resource



B. Design Goals

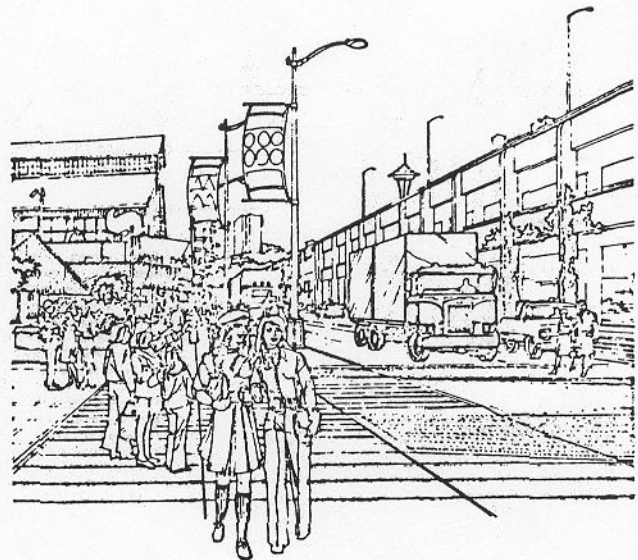
- o respect authentic atmosphere and character of waterfront
- o integrate promenade with an active urban waterfront

- o respond to functional and safety needs while promoting concept of quality

Guidelines and/or Recommendations:

A. Sidewalks

- o new walking surface along entire promenade
- o width of promenade to reflect intensity of pedestrian and commercial activity



PROMENADE

B. Utilities and Lighting

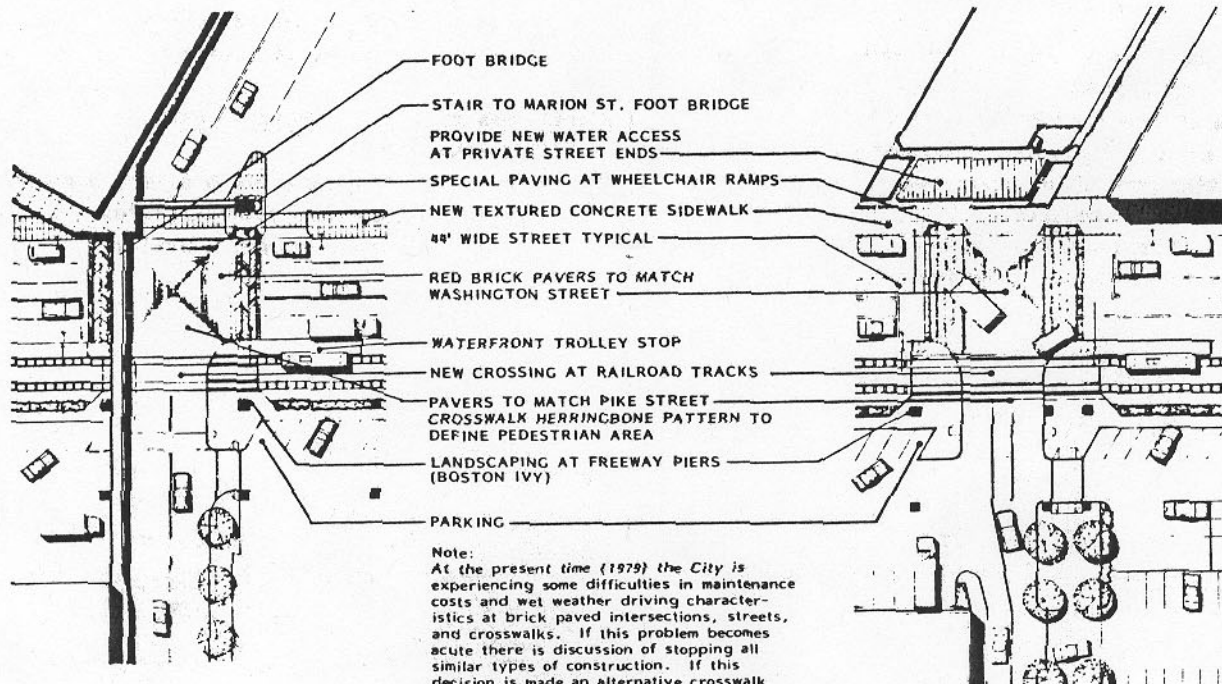
- o overhead utilities undergrounded from Piers 48-57
- o utilities already undergrounded from Piers 57-61 as part of Aquarium/Waterfront Park projects
- o original, fluted steel lamp poles retained and completed
- o new trolley and signal poles also to be fluted steel type

C. Landscaping

- o street furniture along promenade
- o Boston Ivy planters along base of Viaduct support columns from Pike Street to So. Washington St.
- o traditional street tree planting north of Pike St.

D. Crosswalks

- o crosswalk locations to coincide with trolley stops at So. Washington, Spring, University and Marion Streets
- o crosswalks to also serve as "gateways" from



MARION ST.

UNIVERSITY ST./
SPRING ST.

CBD to waterfront

- o formal crosswalk identification through change in street surface

E. Art

- o use of public art to tie waterfront together and contrast natural and man-made environments

F. Bikeway

- o Bikeway designated along Alaskan Way
- o no recommendation because of feasible location problem

Status:

The Guideplan has not been formally adopted by City Council.

Purpose:

- o expand terminal to provide more efficient service and provide more vehicle loading space at terminal
- o provide distinct and clearly perceived access for all types of users of the terminal
- o use Alaskan Way south of site for vehicular access in order to prevent queues on Alaskan Way north
- o provide adequate auto capacity between street and toll booths
- o increase efficiency of toll taking
- o provide adequate vehicle staging during normal peak operation
- o accommodate oversize vehicles
- o encourage pick-up and drop-off of passengers and high occupancy vehicles and walk-on passengers
- o improve pedestrian links between terminal and downtown
- o facilitate pedestrian movement uphill from terminal
- o minimize pedestrian and auto conflicts
- o accommodate handicapped and elderly
- o accommodate bicycles

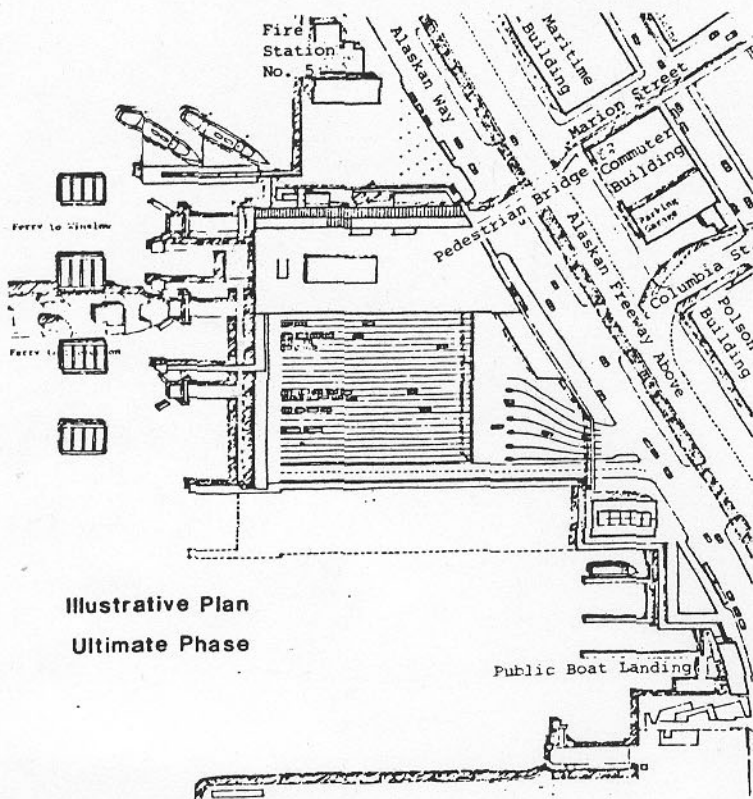
Guidelines and/or Recommendations:

A. Design Selection

- o one design was selected from four alternatives
- o the new terminal will cover piers 50 and 51 in addition to Piers 52 and 53

SEATTLE FERRY TERMINAL DRAFT DESIGN REPORT

Washington State Department of Transportation,
TRA Architecture, Engineering, Planning,
Interiors, July 1, 1980.



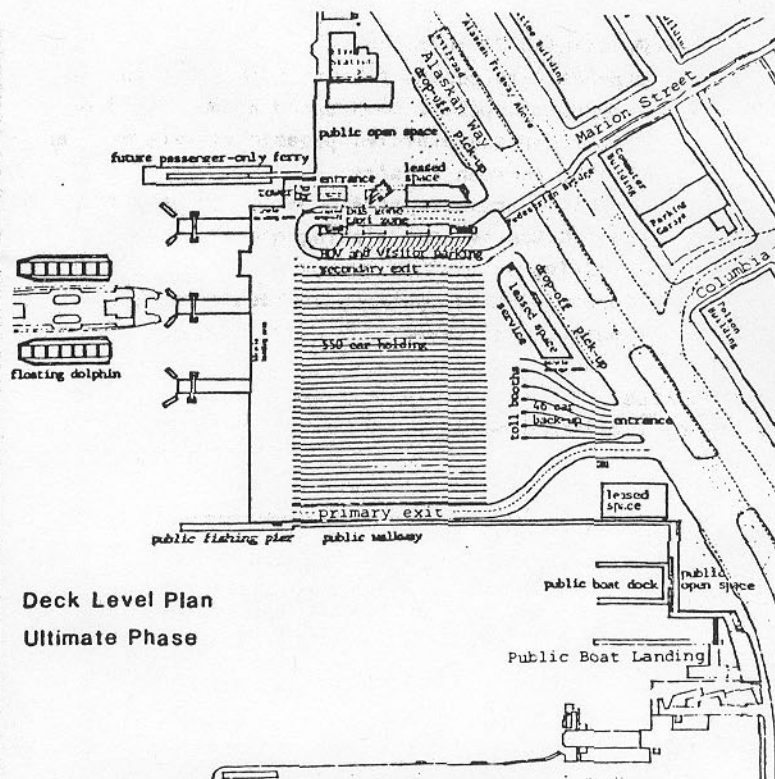
Illustrative Plan
Ultimate Phase

B. Design Concept

- o linear lobby along north edge of the existing terminal building repeats linear forms of pier sheds
- o long band of leased space created along south edge of site
- o perimeter of site developed for pedestrian use
 1. large public open space at north portion of site
 2. overhead walkways and viewpoints along west edge
 3. pedestrian related uses on south edge
- o center of site used for vehicle loading and unloading

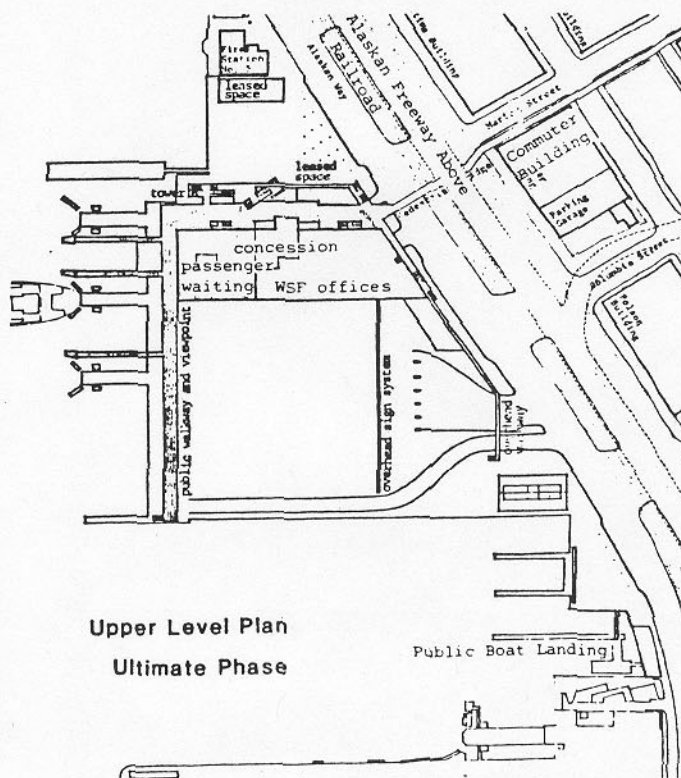
C. Vehicle Circulation

- o vehicles enter from SE corner, across from Yesler Way with traffic routed primarily from the south
- o toll booths aligned to feed central portion of vehicle holding areas
- o overhead signs signal lane assignments and traffic routes
- o additional signs signal departure times and boarding lanes
- o primary exit route is along south edge of site with secondary exit along north edge
- o loading zones and special parking located



Deck Level Plan
Ultimate Phase

- under the covered entrance walkway
 - o bicycles enter through the outside left lane in toll booth area and exit through secondary vehicle exit
 - o bicycle holding area at west end of deck



Upper Level Plan
Ultimate Phase

D. Pedestrian Circulation

- pedestrian access primarily from Marlon St. overpass, public open space at north end of terminal and elevated pedestrian walkway over south portion of site
- public access to entire perimeter of site which has several viewing areas
- fishing pier at SW corner
- pedestrian connections to Washington St. public boat landing

Status:

Draft EIS published.
